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ABSTRACT

At these hearings, the following witnesses presented testimony: Dr. Thord M. Marshall, superintendent of education, Savannah, Georgia; Dr. Elbert D. Brooks, director, Metropolitan Public Schools, Nashville, Tenn.; Dr. Raymond Shelton, superintendent of schools, Hillsborough County, Tampa, Florida; Dr. John M. Franco, superintendent of schools, Rochester, N.Y.; and Dr. Wayne Carle, superintendent of schools, Dayton, Ohio. Appended materials include: "Statistical data, Nashville-Davidson County Public Schools, Oct. 6, 1971"; "U.S. District Court for the Middle District of Tennessee, Nashville Division, Civil Actions Nos. 2094, 2956"; "Desegretation plan, metropolitan Nashville and Davidson County School System"; "Growth of minority population in Rochester Public Schools since 1963"; "Abstract of a three year longitudinal study to assess the fifteen point plan, Rochester N.Y."; "An interim report on a fifteen point plan to reduce racial isolation and provide quality integrated education, Rochester N.Y."; "Grade reorganization and desegregation of the Rochester Public Schools;" and, "Letter of October 13, 1971, from Orrin H. Bowman, Rochester City school district, with enclosures--cost analysis of Fifteen Point Program Highlights of final report: Fifteen Point Program, and Final Report." [Several pages in this document are not clearly printed.] (JM)

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EQUAL EDUCATIONAL OPPORTUNITY—1971

HEARINGS

BEFORE THE

SELECT COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITY

OF THE

UNITED STATES SENATE

NINETY-SECOND CONGRESS
FIRST SESSION
ON
EQUAL EDUCATIONAL OPPORTUNITY

PART 18—PUPIL TRANSPORTATION COSTS

WASHINGTON, D.C., OCTOBER 6, 1971

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EDUCATION & WELFARE
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PUPIL TRANSPORTATION COSTS

WEDNESDAY, OCTOBER 6, 1971

U.S. SENATE
SELECT COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITY
Washington, D.C.

The Select Committee met at 10:10 a.m., pursuant to call, in room 1114, of the New Senate Office Building, the Honorable Walter F. Mondale, chairman of the committee, presiding.

Present: Senators Mondale and Javits.

Staff members present: William C. Smith, staff director and general counsel; and Donald S. Harris, professional staff; William Hennigan, minority staff director; and Leonard Strickman, minority counsel.

STATEMENT OF SENATOR MONDALE, CHAIRMAN

Senator MONDALE. The committee will come to order.

On May 21, 1970, the President submitted to the Congress the $1.5 billion Emergency School Aid Act to "meet the special needs incident to the elimination of racial segregation and discrimination among students and faculty in elementary and secondary schools."

That bill, as proposed by the President, authorized the expenditure of funds for transportation. After a false start late last year, the legislation passed the House in December, too late for Senate action. The bill was adopted by the Senate in April of this year and is presently under active consideration by the House Committee on Education and Labor and there is a good chance that it will be enacted into law before the end of the present session of Congress.

As many here know, last August 3, the President proposed an amendment to the bill in the House that would prohibit use of funds to pay the cost of desegregation-related transportation. In other words, he reversed his position and his proposed amendment would prohibit Federal assistance for transportation even where it was required by a Supreme Court order in pursuit of the enforcement of the Constitution of the United States.

Today's hearings will explore the effect of the proposed amendment on school systems throughout the country. Witnesses—and I wish they would now come to the witness table—include Dr. Thord Marshall, superintendent of education, Savannah, Ga.; Dr. Elbert Brooks, director of schools, Nashville, Tenn.; Dr. Raymond Shelton, superintendent of schools, Tampa, Fla.; Dr. John Franco, superintendent of schools, Rochester, N.Y.; and Dr. Wayne Carle, superintendent of schools of Dayton, Ohio. I understand that Dr. Carle is not here yet.

4/5

We are very grateful to have you here with us today. If there is no objection, we will begin with the statement by Dr. Marshall.

STATEMENT OF DR. THORD M. MARSHALL, SUPERINTENDENT OF EDUCATION, SAVANNAH, GA.

Dr. Marshall. Members of the select committee, ladies and gentlemen: I believe that I was invited here because I let it be known that I was displeased by some of the statements made in Washington and some of the actions taken, so I shall proceed with my brief explanations on it and I would welcome questions from the members of this committee.

Court Order Increases Burden

The school system for the city of Savannah and the county of Chatham is under Federal court order of June 30, 1971, to desegregate all secondary schools and Federal court order of August 31, 1971, to desegregate all elementary schools. We have been desegregated since 1963 on a freedom of choice plan which was working quite well, however, the courts felt we had not gone far enough.

The result of the two orders made it necessary to transport 21,336 students to and from school daily. This is an increased burden on our transportation system of 7,488 over the 13,848 students transported during the school year 1970–71.

The secondary schools—17—are desegregated on a noncontiguous zoning plan. Some of the students come from a neighborhood area around the school. The opposite race is bused for the most part, from a noncontiguous area in order to attain the racial ratio of 60-percent white and 40-percent black approximately. This is the racial ratio of our community.

This additional busing requires 52 extra trips per day totaling 1400, per day or 189,280 miles per school year over the busing mileage of 1970–71.

The elementary schools—42—are desegregated on a pairing and clustering plan. In the cases of pairing, the lower grades of two paired schools attend one school while the upper grades attend the other school. The clustered schools are paired the same way except that three or four schools are used in each case. This method is used instead of pairing where a school is too small to house more than one or two grades or where it is impossible to approach the required 60 to 40 racial percentage.

The additional busing for the elementary schools amounts to 63 extra trips per day, totaling 1,800 miles per day or 340,200 miles per year.

Senator Mondale. Well, do I understand, then, that as you interpret the court order, you are required to travel an additional 340,000 miles plus 189,000 miles for both elementary and secondary desegregation?

Dr. Marshall. That is right, sir.

Senator Mondale. 529,000 miles more a year?

Dr. Marshall. That is right. In order to desegregate these schools with a racial percentage similar to the community pattern of 60-percent white and 40-percent black it is necessary to bus some students as far as 42 miles per round trip per day.

HELP NEEDED FROM FEDERAL GOVERNMENT

It is our belief that since we are required by the courts to move many of these children so far away from their homes and neighborhoods at great expense, the board of education should have some financial help from the Federal Government. The added expense of this endeavor is not considered by the citizens of this community to be fair. It is their feeling and the feeling of the members of the board that this community should not be expected to shoulder this added burden when the schools are in urgent need of repair, instructional supplies are insufficient, and additional teachers and supporting staff are sorely needed. Available funds permit only a basic minimum school program.

The additional load on our transportation represents a need for 61 additional buses at a cost of $549,000. The school system does not have the funds necessary to purchase these buses. We are operating at a millage rate of 20 mills and 20 mills is the maximum allowed in the State of Georgia. The taxable limit of 20 mills can be increased only by local referendum. It would be futile at this time to attempt a millage election when the mood of many of the people is anti-public education. There are no State funds for the purchase of buses. Ordinarily, however, the State will reimburse a school system for its bus purchases at one-eighth of the cost per year over a period of 8 years and in that way we have been able to get our money back out of the State program. However, it has not been determined yet whether this would happen in this case.

Senator MONDALE. In other words, is there a law on the books of Georgia?

Dr. MARSHALL. There is not any law. This has never been tried in the State of Georgia. In other words, these students are bused further than our present regulation in which the State government says they ought to be bused, so it would take State action to see whether they would reimburse us for these buses.

Senator MONDALE. So whether there is a possibility of State assistance is still unknown?

Dr. MARSHALL. Yes, sir. It is not known yet.

The alternative to purchasing buses as applied here is to reschedule the opening times of the various schools in order that the present fleet may be used to greater advantage. What we do here, we open schools from 8 o'clock to 10 o'clock on a schedule wherein each half-hour we open some schools. In other words, some open at 8 o'clock, some at 8:30, and so on, until 10 o'clock. Then we dismiss them on the same kind of a schedule.

Of course, this is false economy, because the rate of depreciation is increased by increased mileage. Since income to the school system is not increased, these buses will need to be replaced before there will be sufficient funds available. It was necessary to do this, however, because our board could finance the increased mileage on the present fleet even though they could not afford to purchase the additional buses. The increased cost of operation to carry the additional 7,488 students is $166,390 annually.

Now, there are other additional costs not included in this figure such as the added need for more security guards, which just for the month of September cost the school $14,000. We do not know how high that might go, or it might drop off.

Also, the staggered opening times of schools cause greater discontent among the parents of the community, many of whom have children going to school at varying times of the day.

DESEGREGATION IN EXTRA-CURRICULAR ACTIVITIES

The Federal court orders make it clear that an effort must be made to promote desegregation in extra-curricular activities. Consequently, we were pleased to learn that emergency school assistance program funds might be available to transport students home after participation in these activities.

Senator MONDALE. What does that mean?

Dr. MARSHALL. Well, where the student is wanting to go out for football, cheerleading, band, or anything of that nature in one of these noncontiguous zones, where he might be 15 or 20 miles from home or from where he ordinarily went to school last year, we felt—and so did the philosophy of ESAP—that we should help get them back home after practice and so forth. But we were very much disappointed when our request to ESAP was cut back and this busing was cut out of that program when the President made his announcement of August 3, and many of these students cannot get into extracurricular activities now because we cannot afford to bus them home afterwards and the State will not put up any money for that. This would have to be all local money.

In addition to the terrific hardships and inconveniences caused by the lack of funds to provide for the increased busing, the President's statement of August 3 confused the people of Chatham County. Now, I want to go back here a little bit to when we got the second court order on August 31 for desegregating the elementary schools on the same racial basis. This order came and it said "forthwith," so we delayed the opening of school 3 days and put that one in and we thought we might get another ESAP project in because we did not know about the elementary school order when we submitted our first ESAP program. However, we got the word last Friday from Dr. Goldberg's office that it was turned down or placed on hold, so yesterday I worked with Dr. Goldberg's office and I am still not sure. We are still trying to negotiate, but we do not have too much hope in it.

PRESIDENT'S BUSING STATEMENT

On account of what the President said, many people in our community believe that he meant that there should be no busing for the purpose of promoting desegregation. Therefore, it is the general feeling of the public that the school system is shouldering a financial burden for a busing program that does not need to exist.

That is the end of my statement unless there are some questions.

Senator MONDALE. Well, let me be sure I understand your situation. On June 30 of this year, your school was placed under court order to desegregate all secondary high schools?

Mr. MARSHALL. That is right.

Senator MONDALE. And then, on August 31, to desegregate all elementary schools. So by August 31 you were under a court order to desegregate your entire school system and I gather roughly on the basis of racial balance?

Dr. MARSHALL. That is right. We have only three schools that are not desegregated on racial balance.

Senator MONDALE. That would be roughly 60 to 40?

Dr. MARSHALL. That is right.

Senator MONDALE. In order to do that, you determined that you needed 61 new buses at a cost of $549,000 for the capital costs plus $166,000 for annual operating costs, plus some other expenses that are not included—that would be the minimum?

Dr. MARSHALL. Yes, that would be the minimum for transportation.

Senator MONDALE. And your school district is at the State imposed millage ceiling unless the local citizens would vote a higher tax upon themselves, which you feel they would not do in the light of the unpopularity of that effort?

Dr. MARSHALL. That is right. It is a general feeling, and we tried a bond election 2 years ago for new construction which failed miserably, so we feel we could not pass this.

EMERGENCY SCHOOL ASSISTANCE PROGRAM

Senator MONDALE. Now, you have made application to the Department of HEW for assistance under the emergency school aid program, have you not?

Dr. MARSHALL. That is right.

Senator MONDALE. And in that application did you request assistance to pay the cost of transportation?

Dr. MARSHALL. Only for the extracurricular end of it because they told us in the guidelines that we could not use it for transportation to and from school.

Senator MONDALE. And when did you get those guidelines?

Dr. MARSHALL. We got those guidelines in August—well, we were working on it before August, but we actually got the guidelines just about the second week in August I think.

Senator MONDALE. Well, prior to the issuance of those guidelines, were you under the assumption that you might receive assistance for transportation costs, period?

Dr. MARSHALL. Yes, sir. The advisers there in HEW's office in Atlanta had told us that—they urged us to do it. They gave us great hope. But then, this other thing came along and they just cut it right out and we had to negotiate for what we got and some of the things we got but this was the big cut, over $75,000.

Senator MONDALE. Had you submitted an application in the first instances for transportation costs generally or had you not reached that stage?

Dr. MARSHALL. No; they discouraged—they told us there was no need to submit it for busing to and from school, but they gave us great hope for this extracurricular activity idea because they felt that would help to integrate these students and make them like the school and whatnot.

Senator MONDALE. So now, if you wanted an integrated football team or cheerleading squad or some other extracurricular activity, you cannot receive Federal assistance for the cost of transporting students to and from those events?

Dr. Marshall. That is right. We cannot receive State assistance, either. They get to and from the best way they know how.

Court Order Busing Requirements

Senator Mondale. Where do you find your school district now as a result of this decision? Are you going to be able to find the funds to adequately transport these students under the court order? Are you going to have to cut back on what you regard to be essential educational functions in order to meet the court order requirements? What is your situation?

Dr. Marshall. That is right, sir. There is no alternative because the court order says "You must bus them," and therefore, when you must, you just get the money somewhere.

Senator Mondale. In other words, you find yourself in a situation on the one hand where the court said "You will bus children to achieve desegregation in your school system," and that carries a price tag of $690,000, approximately, this year. You have to do that under the court order?

Dr. Marshall. Yes, sir; we do not know how to buy the buses. We have no hope to get the money. We are just going to wear these out until we find the money to get the buses.

Senator Mondale. But that may be the more costly way in the long run?

Dr. Marshall. Yes; we believe that.

Senator Mondale. On the other hand, the emergency school aid program says "No money to defray those costs of transportation." Now, in all of your desegregation plan under the court order, what is the most costly element of complying with the desegregation order?

Dr. Marshall. The busing; transportation is the most costly.

Senator Mondale. What percentage of your total cost of desegregation, in your opinion, is involved in the cost of transportation, approximately?

Dr. Marshall. We have not ever really figured that out because the only other cost would come from added problems—problems that come about as a result of desegregation such as security and maybe a little bit of increase in teachers, in staff members; but that depends on how the thing goes—how much we would have—but we do know how much it is going to cost us for the busing.

Senator Mondale. If the Federal Government wanted to help you comply with the court order under which you are now bound, is there any doubt but that the best thing we could do is to provide money to defray the costs of transportation?

Dr. Marshall. No doubt, whatsoever, in our minds.

Senator Mondale. Do you find—I guess you stated in the record that there seems to be some confusion among the people back home as to whether busing is required.

Busing Has Caused Confusion

Dr. Marshall. That is right. We have a lot of trouble trying to explain that statement by the President, because they think that we are in this order unnecessarily and, of course, we know there is no connection between the two things—what the court says and what the President said—but it is hard to convince people. Therefore, they think that the superintendent or the board members are doing something they ought not to be doing and causing them to shoulder a great burden.

Senator MONDALE. What kinds of changes will you have to make in your educational system as a result of having to absorb these transportational costs?

Dr. MARSHALL. Well, we have not really done—we have only been in this business a little over a month, but we will probably have to cut back perhaps in the number of teachers employed; but in order to get enough money to buy buses, we would have to have a millage election. I do not see how we could ever save enough money that way because we have been cutting back for years on such things as school building maintenance and administrative costs. We are operating under administrative costs of about 1.4 percent and the national average is around 4 percent. We have cut back terrifically.

Senator MONDALE. What is your per pupil spending figure now?

Dr. MARSHALL. Last year it was $489.

Senator MONDALE. So you are already down—you are way below.

Dr. MARSHALL. When I said "basic minimum," that is what I meant.

Senator MONDALE. So if, as I gather you anticipate, the citizens turned down a local millage increase, you would be left with no choice but cutting deeply into the $489 per pupil expenditure, which is already pretty low?

Dr. MARSHALL. That is right. We have cut that way back.

Senator MONDALE. Well, thank you very much Dr. Marshall. We may have further questions when the panel has finished.

Dr. MARSHALL. Yes. I will stay.

Senator MONDALE. Our next witness is Dr. Elbert Brooks, who is the director of the metropolitan school system of Nashville, Tenn.

STATEMENT OF DR. ELBERT D. BROOKS, DIRECTOR, METROPOLITAN PUBLIC SCHOOLS, NASHVILLE, TENN.

Dr. BROOKS. Senator Mondale, members of the Select Committee on Equal Educational Opportunity, I want to express my sincere appreciation to the committee for the opportunity to appear before you today and present to the committee the problems that the metropolitan government of Nashville and Davidson County went through in implementing the Federal court order for integration and the concerns of the staff and the board of education about our ability to carry out the court order. We have prepared for you a statement giving some historical background and the situation as we see it at the present time and attempted to project immediately ahead our problems and concerns.

DESEGREGATION PLAN INITIATED VOLUNTARILY

After the merger of the Nashville city schools and the Davidson County schools, effective with the beginning of the metropolitan government of Nashville and Davidson County, Tenn., on April 1, 1963, a transitional board of education operated the schools until

July 1, 1964. From and since the latter date the metropolitan county board of education has operated the metropolitan public schools. The board continued to operate under and to implement the court-approved grade-a-year desegregation plan initiated in Nashville city schools in 1958 and in Davidson County schools in January 1961 until, effective with the 1966–67 school year, the board voluntarily, without any court order to do so, accelerated this process by desegregating grades 10, 11, and 12 all at once. Since that time all grades have been desegregated and there has been a single rather than a dual system of pupil attendance zones, every child being assigned as a matter of right to the school in the geographic zone wherein he resides. The metropolitan board of education has never established or redrawn any attendance zone for the purpose of segregation, but it has drawn or redrawn a number of zones in order to achieve a greater degree of integration. Further, prior to the opinion of the district court in this case on July 16, 1970, the board had approved a number of zone changes to increase student integration and had directed the staff to make changes in faculty assignments so as to increase integration of faculty in each of the 141 schools in the 1970–71 school year.

Senator MONDALE. Does your metropolitan school district include the suburban areas outside the boundaries of the city of Nashville?

Dr. BROOKS. Yes, sir. It includes the entire Davidson County as a department of metropolitan government of the city of Nashville and Davidson County.

Senator MONDALE. Are most of the suburbs included?

Dr. BROOKS. All of them are included in the education department of the metropolitan government, in effect, although we operate under the board of education.

Senator MONDALE. Is your board elected?

Dr. BROOKS. The board is appointed. The nine-member board is appointed by the mayor with two-thirds vote approval of the metropolitan council, a 41-man council.

PLAN FOR FURTHER INTEGRATION

After the district court's July 16, 1970, opinion that the metropolitan public schools were not a unitary school system, and before the court order of August 13, 1970, requiring submission within 30 days after July 21, 1970, of a comprehensive plan for a unitary school system, the board concurred in the recommendation of the director of schools to prepare a plan for further integration consistent with the July 16, opinion. That plan was arrived at by the functioning of four biracial citizens' advisory committees so as to draft a recommended plan, with the assistance of metropolitan public schools staff. The board received such recommendations, made some modifications, and submitted its plan to the court on August 19, 1970.

This plan consists of zone adjustments to maximize pupil integration; policies and plans designed to maximize integration through the purchase of new school sites, construction of new school buildings, and expansion of old ones; and policies, plans and procedures for achieving a faculty racial ratio in each individual school of 21.2-percent black to 78.8-percent white faculty members consistent with the black-white ratio of the total overall faculties of the system.

Senator MONDALE. What is the black-white ratio in the student body?

Dr. BROOKS. 24.6 percent.

Senator MONDALE. What is the ratio of black-white within the city of Nashville?

Dr. BROOKS. It approaches 24 percent.

Senator MONDALE. So it is about the same?

Dr. BROOKS. Yes, sir. It is slightly less than 24 percent in the city.

At the time when the metropolitan public schools were far advanced with their preparations for opening schools under the August 19 plan, the district court on August 25, 1970, vacated its August 13 order and directed defendant school officials to "re-register and assign students for attendance in the schools within the metropolitan school system which they would normally have attended under the plan which was in existence for the 1969-70 school year."

This was less than a week from scheduled opening of schools on August 31, 1970; or, to put it perhaps more plainly, we moved immediately upon submitting our plans to the court last year to implement the plan since we were within 2 weeks of the opening of school. We received a stay on everything but faculty integration after we had already tooled up to open schools according to the plan which was submitted. So this was, in effect, backing off and undoing what had been done. We were able to do this and open school only 1 day late last year.

We had to revise school opening plans so as to reopen some schools that would have been closed under the August 19 plan, reassign students to zones, as planned in 1969-70, relocate portable classroom buildings, redraft bus routes, reassign teachers, and so forth, all in accordance with the 1969-70 plans. At great effort and expense this was completed in time for school to open only 1 day late, on September 1, 1970.

In the spring of 1971 and following several weeks of testimony by expert witnesses for the plaintiffs and the defendants, the district court requested the assistance of several of the Title IV desegregation centers under the Health, Education, and Welfare Department. The court charged them with the task of evaluating the desegregation plans that were presented to the court by the plaintiffs and the defendants, and if necessary, to formulate their own plan for the creation of a unitary school system in Metropolitan Nashville.

On June 28, 1971, the Middle Tennessee District Court ordered implementation, as of September 1, 1971, of the HEW plan for further desegregation of Metropolitan Nashville schools. The plan required the reorganization of grade structure in 82 of the district's schools and changed composition and population of 35 others.

TITLE IV PLAN

Senator MONDALE. Did the Title IV plan; that is, the plan prepared by officials of the Department of HEW, require the use of buses to desegregate?

Dr. BROOKS. It required the busing of approximately 15,000 more than we bused the previous year. We had bused almost 34,000 the year before. This plan required 49,000 bused.

Senator **Mondale**. So the plan you are operating under is one which the Department of HEW recommended through the Title IV office and it involves the busing of 15,000 more students?

Dr. **Brooks**. Yes; within the total of 49,000 bused, we actually transport 28,000 students from their original school zones to new school zones; but the total number of new students bused is 15,000.

Senator **Mondale**. The total being bused is 28,000 and 15,000 of those are new?

Dr. **Brooks**. A total of 49,000. Fifteen thousand are additional students, but within the 49,000 there are 28,000 students moving from their original school zone to another school zone.

Senator **Mondale**. All right.

Dr. **Brooks**. Despite antibusing opposition by a number of patrons, schools opened on the day scheduled and operations have continued smoothly with only minor incidents reported. Because of the magnitude of the task and inadequate transportation equipment and facilities, major changes in school schedules, pupil transportation eligibility, and pupil programing were required. Our school system presently is operating on an emergency basis. Unless immediate and substantial assistance can be obtained to alleviate our transportation problems, our school board will have no choice but to ask the Federal court to modify the existing court plan for integration.

Request for Assistance Denied

Our original emergency school assistance proposal submitted on August 11, 1971, to the Regional Office of Education, Division of Equal Educational Opportunity, Atlanta, Ga., included a request for transportation assistance. We were directed to eliminate our request for transportation assistance. We had attended the July 28 briefing in Atlanta along with other superintendents in the southeast. The guidelines were explained in great detail and at that time it appeared that transportation help for logistics, security, et cetera, would be available to us.

Senator **Mondale**. When was that meeting?

Dr. **Brooks**. On July 28.

Senator **Mondale**. On July 28 the southern school superintendents met with officials of HEW?

Dr. **Brooks**. This is right, sir.

Senator **Mondale**. Where did you meet?

Dr. **Brooks**. In Atlanta, Ga.

Senator **Mondale**. And at that time you were told that your plans could include the necessary costs of transportation incident to desegregation orders?

Dr. **Brooks**. Yes. We were given the formula on which allocations might be based. We were told the conditions for submitting our proposal, the screening that would be required, the various deadlines that would be appropriate for funding; and the group there left with the distinct impression that transportation was a major issue in integregation; that the requests for aid in this area could be submitted under the continuation funding program of ESAP.

Senator **Mondale**. Was it your impression that most of the southern school superintendents wanted this support in the desegregation bill?

Dr. BROOKS. As I talked to superintendents in the southeast, those districts that have been integrated by court order desperately needed assistance in the transportation area.

Senator MONDALE. And they made clear to HEW that they wanted this kind of support?

Dr. BROOKS. Yes, sir.

Senator MONDALE. All right.

Dr. BROOKS. We submitted our original request and we were not bashful about this. We put in our proposal what we thought was essential in a district serving 96,000 youngsters, a proposal for Federal aid in the amount of approximately $9 million; about $4 million of this for transportation.

After our proposal was screened, we were directed by the regional office in Atlanta, Ga., to eliminate our request for transportation assistance. When I contacted Dr. Goldberg, he responded by indicating that transportation had been placed on a very low priority. He did not say it would not be granted, but it would be placed in a very low priority. This followed the President's statement.

Senator MONDALE. Was that following the President's statement?

WITHOUT AID PLAN WILL CEASE

Dr. BROOKS. Yes, sir. Now, the $1,468,368 ESAP grant authorized by USOE to Nashville-Davidson County Schools is most welcome and will give us much needed help to implement the approved plans for staff development, curriculum improvement, and community programs. I see little hope, however, that the present integration plan can be carried through the winter months unless funds for additional transportation equipment and operational costs can be obtained.

Perhaps a review of the sequence of events and conditions related to the integration plan would provide you background information to more effectively assess our appeal. The plan that we submitted first provided for a small amount of transportation, an amount we thought we could cover with the present fleet and equipment that we had. The HEW plan, modified and approved by the Middle Tennessee district court on June 28 called for increased transportation for approximately 15,000 pupils; actually about 28,000 pupils are being transferred from their original school zone to a new school zone to increase integration. Due to longer bus routes, we estimate that transportation mileage will approach 6 million miles compared to 3 million miles for the 1970–71 school year. Our community is polarized on the busing issue. We have little hope of obtaining either local or State funds to obtain additional buses. I must point out that our school board is fiscally dependent in that budgets must be approved by the metropolitan council. In taking final action on our budget June 30, 1971, council members demanded assurance that no funds were included to purchase buses for the purpose of integration. The 1971–72 budget did provide for the purchase of 18 large school buses to replace obsolete equipment and to provide transportation for students to the new comprehensive McGavock High School. The budget also included funds for eight smaller buses to be used in our special education program to supplement our existing fleet of 60 small buses.

In order to meet pupil transportation needs required by the court order, all reserve fleet buses were put into service; pupil eligibility for transportation was extended from 1¼ to 1½ miles minimum distance; the high school day was shortened from 7 hours to 6 hours, with special permission from the Tennessee State Department of Education; 141 school openings were staggered to begin at 20-minute intervals from 7 a.m. to 10 a.m.; and transportation is no longer available for field trips and special fine arts performances which played an important role in past educational opportunities for our pupils, particularly for the inner-city youngsters. Our maintenance shops have only four bays to service and repair 211 large buses and 60 small (special education) buses. Last year our maintenance department had 4½ hours in the middle of the day to service equipment. Day service time is now restricted to about 2 hours since buses are on the road from 5:30 a.m. to 10:30 a.m. and from 12:30 p.m. to 6 p.m.

The above changes were approved by the board and implemented in anticipation of availability of Federal funds to purchase equipment and to defray additional operating expenses. Estimated costs of additional equipment, operation and maintenance are: $1,418,100 for 87 84-passenger buses, at $16,300 each; $177,000 for maintenance equipment; $700,000 for operation costs for 1 year; $1,350,000 for maintenance facilities and land area for these facilities to take care of some 300 large buses and 65 small buses; and $56,000 for the installation of safety loading zones at 42 schools. We are serving 42 schools at the present time with transportation that did not require transportation before where children were within walking distance.

These costs were not included in the 1971–72 school budget which required an additional 30 cents tax levy to meet increased operational costs for the regular school program, nor were additional security funds. These already amount to $60,000 and we will need approximately $120,000 more before the end of the year.

Safety Hazards Created

Now, early and late starting times of schools create safety hazards for youngsters, many of whom in the winter will be leaving home or arriving home in darkness. Buses that serve schools opening at 7 a.m. begin their routes at 6:05 a.m., which will be 34 minutes before sunrise on December 1. Since children must walk to designated pickup points, those at the beginning of the route may be on the street as much as 1 hour before sunrise. On late runs, a few of which require 1 to 1½ hours, children on the 10 to 4:30 shifts will be returned to their pickup points well after sundown which occurs at 4:32 p.m. on December 1. Those elementary children on late shifts who live 1½ miles or less from schools will be walking home in darkness.

Our appeal may be summarized as follows: Inadequate transportation equipment and facilities and lack of funds to obtain them required extended scheduling of school opening times from 7 a.m. to 10 a.m., and extended distances non-bused children must walk to school. These conditions require many students to leave or return home in darkness. Our inability to maintain a reserve fleet for current operation will result in serious interruptions of transportation service as we move into cold winter months.

During the court hearing, the board of education strongly objected to the court-imposed busing of elementary children from their neighborhood schools to schools several miles from home. Most of our elementary schools are clustered in clusters of four or five schools, and the exchange of pupils occurred within the clusters.

Senator MONDALE. Now, the proposed Title IV plan, however, did contemplate substantial transportation beyond the normal neighborhood schools.

Mr. BROOKS. Actually, the pattern is something like this: The Nashville situation is quite like many of the northern cities, we do have de facto segregation. We have a concentration of blacks in the inner city and whites in the suburban areas, and we had several predominantly black schools in the inner city and several predominantly white schools in the suburban areas.

When the HEW team developed their plans they took a band midway from the inner city to the edge of the county and within this band they used a plan of clustering schools in clusters of four or five, with grades 1 to 4 being bused outward generally and grades 5 and 6 being bused inward. Then, they leapfrogged black students from the inner city to the outer county and white students from the outer county to the inner city, here again, generally grades 1 through 4 going out and grades 5 and 6 coming in, as far as elementary schools are concerned. That is the general pattern of the plan developed.

COURT ORDER CAUSING INCREASED FLIGHT

Following the court order, a school board request for stay of execution to provide time to appeal the decision was denied. However, the board is, and has been in favor of integrated schools. The school board and staff moved positively and in good faith to implement the court plan for integration in a community painfully polarized against busing. As of October 1, only 87,000 of the projected 96,000 pupils are enrolled in school. Unless reasonable transportation service and school hours are forthcoming, many more youngsters will leave Nashville public schools.

Senator MONDALE. In other words, you have approximately 9,000 students that are not showing up for school?

Dr. BROOKS. This is true.

Senator MONDALE. Now, what are they doing? Are they in private schools?

Dr. BROOKS. Some are enrolled in private schools, but most of the older private schools, of course, have waiting lists, so they are enrolled in newly developed private schools. Many families have moved across the Davidson County line into the adjoining counties of Williamson, Wilson, and Sumner, and other surrounding counties.

Senator MONDALE. Some are leaving the county, in other words?

Dr. BROOKS. Some are leaving the county, and moving a short distance to adjoining counties. However, many youngsters are being sent by their parents to live with relatives outside the county, and some of these counties are not adjacent to Davidson County.

I believe that many of our students are not enrolled in school. We are in the process of finding out how many are not in school.

Senator Mondale. Do you anticipate, if the court order remains in effect and all things remain the same, that there will be a gradual increase in enrollment? Have you seen some increase already? What is the situation?

Dr. Brooks. My estimate of the situation is that if we continue operating on the basis that we are at the present time, we will continue to lose students. I believe we will have little gain in enrollment.

Senator Mondale. By that, you mean that you will lose students if you continue your effort at desegregation or because of the inconvenience or danger of the present transportation mess?

Safety—Major Cause for Concern

Dr. Brooks. I would say right now that the majority of the community are accepting the integration plan. I am not saying they like it. They are accepting it and abiding by it. But the protests that I have received are almost altogether concerning the safety of their youngsters and the fact that the youngsters have to leave home so early or get home so late.

Senator Mondale. Do you think those complaints amount to racial bias or are they legitimate complaints?

Dr. Brooks. I believe for some, it is racial bias; but for the great majority I have spoken to, I believe it is a sincere concern on the part of parents for the welfare of their children.

Senator Mondale. In your opinion, do these people have legitimate complaints when they say their children are in danger and unduly inconvenienced because of the nature of the scheduling of your classes and the transportation services you must provide in the light of failure of Federal support?

Dr. Brooks. Yes, sir. I consider that we are operating on an emergency basis, an emergency to implement the court plan. We have acted in good faith to do it. We will be able to operate for a limited time on this basis, regardless of whether or not the patrons continue to respond favorably.

Senator Mondale. In your career as an educator, have you ever gone through a period in which you thought a school system was in greater danger than the situation in which you now find yourself?

Dr. Brooks. I have seen school districts go through periods of temporary danger due to serious budgetary cutbacks, most of which would be a 1-year cutback or, at the most, a 2-year cutback, and these have seriously jeopardized school programs. But I can recall no situation in the history of my work in the public schools where we had a condition which so endangered at the moment, the continued operation of the public schools.

Senator Mondale. In your opinion, had your request for transportation assistance under the emergency school assistance program been granted would this danger have been substantially alleviated?

Dr. Brooks. Yes, sir. I will have to admit to you that we would have had to open as we presently opened because of the length of time it requires to obtain buses after they are ordered. We ordered 18 buses last April and it took about 5 months to get them. Perhaps the waiting period now is not quite so long as it was, but the community would have had something to look forward to, at least a time when these adverse conditions would be terminated.

Senator **Mondale**. You said in your statement that some of the children are going to be in danger because they will be walking home after dark. Is that a real risk, in your opinion?

ONE FATALITY—WORSENING CONDITIONS

Dr. **Brooks**. Yes; I consider it to be. We've had one death; a youngster walking home was struck by an automobile. It was a situation of a youngster who was normally bused but who happened to be walking home that day. This is the only casualty we had but one is too many and as we get into dark hours we think that our condition will be substantially worse than it is at the present time.

Senator **Mondale**. Because of this crisis, you have had to enlarge the zone around each school in terms of the distance which children are expected to walk?

Dr. **Brooks**. Yes, sir. Our difficulty is we had to work with the community to accept the integration plan, and when you start piling up these adverse conditions you increase the frustration of people.

Senator **Mondale**. You get several things. First of all, you have an expanded self-transportation zone. A 6- or 7-year-old child is supposed to walk a mile and a half to school which is certainly an onerous requirement. Then, because of scheduling requirements, some children have to get up and leave before sunup and some return after dark. There are several thousand in these two categories.

Dr. **Brooks**. Yes. We have, as I recall, 10 high schools that open at the earliest hour of 7. The numbers increase as you move from 7 to 10. We have, I believe, 28 schools which start at 10 and which terminate at 4:30.

Senator **Mondale**. I believe you said that unless something happened when you get into the severe winter months the whole system could break down.

Dr. **Brooks**. I see little hope of continuing past the end of the first semester operating as we are at the present time.

Senator **Mondale**. Now, maybe I am getting ahead of you, but what is this doing to the quality of education in the Nashville school system?

Dr. **Brooks**. We curtail the high school day 1 hour, from 7 hours to 6, because we had to start taking these youngsters home at 1. They start at 7 and go home at 1 so that buses can be used for other schools.

One of the great difficulties in the elementary schools is the fact that we had to abolish field trips. We had spent considerable effort to develop our programs of taking youngsters out into the community and for cultural activities, such as art and music. So these have had to go by the wayside.

Senator **Mondale**. Would you say at this point that the quality of educational services in your school system has been substantially impaired by the disruptions?

SOME PROGRAMS SERIOUSLY CRIPPLED

Dr. **BROOKS**. The extracurricular activities, with the exception of athletics, have been seriously crippled. Except for the field trips and the supplemental trips, the regular program within the schoolday should not be hurt.

Senator **MONDALE**. Can you cut back one-seventh of your schooltime from 7 to 6 hours without hurting the education of children?

Dr. **BROOKS**. There are compensating factors here because we had to have all high school pupils ready to leave at the same time. Before, there was a freedom of choice and the students could take various numbers of hours at the schools. But at the present time all high school students are in 5 hours of instruction and then have 1 hour for activity and lunch period.

We have as many high school students taking more instruction under this plan than we did before; 14,000 are having more instruction and 9,500 are having less instruction than they had before. They are all on the same schedule at the present time.

Senator **MONDALE**. Very well.

Dr. **BROOKS**. I am sure you have heard that we have had boycotting and picketing and this type of activity. This acutally involved a relatively small number of people.

Nashville citizens are law abiding and take great pride in their young people, in their schools, and in the business, civic, and social progress in their community, but many are angry and frustrated over the busing issue and its attendant inconvenience.

An accident or incident involving a child and attributed to our present mode of operation could trigger active and widespread opposition to the point that meaningful integration would be lost for another generation. Without help from Federal sources, we have little chance of continuing our current operation beyond the end of the first semester.

I must assume, since HEW approved our court plan, that the U.S. Government wants school integration to succeed. Our program at the present time is operating reasonably well within the conditions stated above, but we must have help if the present court plan is to succeed. Neither those who support integration nor those who tolerate integration will accept for long their children's continued exposure to hardship and danger, brought about by inadequate transportation service.

That concludes my statement and I would be pleased to answer questions.

Senator **MONDALE**. If you had received the transportation amount requested, in your opinion would the situation be much improved in Nashville today over that which you described?

Dr. **BROOKS**. Yes, sir; not only for the citizens but for the staff as well.

Senator **MONDALE**. Now, what percentage of the cost of desegregation, and I appreciate that some of these costs are judgmental, are involved in busing as distinct from other expenses in your school system?

$3.7 MILLION ADDITIONAL NEEDED

Dr. **BROOKS**. We budgeted this year about $2 million for operation and maintenance expense of busing. We also purchased a little over $300,000 worth of new equipment. We did not budget any additional funds for the cost of capital expense for equipment. We estimated that the cost to be operating as we should be operating, and to bring about the additional transportation for integration, including the cost of equipment and operation and developing the facilities required to adequately maintain the equipment, would cost $3,700,000.

Senator **MONDALE**. My point is that if the Federal Government is going to help you in desegregation successfully, would you not place the highest priority in defraying the cost of transportation?

Dr. **BROOKS**. We would have to do that because without it we can't carry out the plan.

Senator **MONDALE**. In other words, unless you get help pretty soon you are not going to be able to complete——

Dr. **BROOKS**. That is right. We are operating on an emergency basis to meet the plan. I don't want to minimize the need for help in working with the staff and with the community and we have received substantial help under the emergency school program——

Senator **MONDALE**. Is that proving useful?

Dr. **BROOKS**. Yes. It was a lifesaver for the district. We tried to use it, have used it, for professional development of our staff, for improvement of the curriculum. We have used some for moving portable classrooms and the like where needed for integration.

Senator **MONDALE**. Now, the previous witness referred to the confusion of the public. In this case, you are operating under court-ordered plan which was first recommended by the Department of Health, Education, and Welfare which had busing as a central ingredient. For many months, it is your testimony, you were told that you could receive assistance from the Federal Government to defray the cost of additional transportation; indeed at a briefing in Atlanta, you were assured that your applications could include such cost. Then a court order came along requiring you to bus. Next, the President said that the Federal Government would not extend financial help for such busing, even where it was required by order of the Federal courts of the United States.

Do you find that your community is somewhat confused about the status of busing, too?

Dr. **BROOKS**. I guess consternation was a fitting word for reaction of the staff and board and those supporting the plan. I have to tell you that some people in our community, particularly those who were demonstrating, seized upon this as an excuse to go to the public, holding out to the public a new hope that if they continue to demonstrate and boycott that this court order would be changed. I tried to make it plain that there was no connection between the court order and the administrative statement——

Senator **MONDALE**. But some are using the present statements to legitimize resistance to the court order.

Dr. **BROOKS**. This is true.

Senator **MONDALE**. You have had some years of experience in voluntary desegregation in Nashville, have you not?

Dr. **Brooks**. I have been in Nashville since a year ago in July. But the new school system, and it is a new school system, has moved systematically, perhaps slowly, to integrate more and more schools and staff.

Value of Integration

Senator **Mondale**. In your judgment as a professional educator, is such integration a wise and desirable course to pursue?

Dr. **Brooks**. Yes, I think it is.

Senator **Mondale**. Do you think that you will be able to educate the children of your metropolitan area better under a successful desegregation plan than in a segregated plan?

Dr. **Brooks**. We are going to have our work cut out for us under the magnitude of this movement. I would much have preferred a step-by-step procedure, particularly in working with staff and integrating staff and pupils, but I would see no reason why over a period of time, if sufficient funds are available to work with the staff and to work with the community, that we can't come out with a better school system, for the entire Metropolitan Nashville area.

I cannot accept the argument which many give that we are ruining our school system by integration. I think that there are many factors in favor from an educational standpoint and from a social standpoint of integrating schools.

I have to tell you, however, that I do not support the disruption of neighborhood schools. I think it is unfortunate that the school systems have to pay the price for segregated housing and I think there is a lot to be gained for the educational process—I am a very strong advocate of the community school concept and I think it is most difficult to carry out when you are integrating noncontiguous zones.

Senator **Mondale**. Do you think you can have a desegregated school system in Nashville and remain totally with the neighborhood school——

Dr. **Brooks**. You cannot get a proportionate ratio of blacks and whites in all schools, as I would interpret the complete integration, without tremendous busing.

Senator **Mondale**. Very well.

Our next witness is Dr. Raymond Shelton, superintendent of schools, Hillsborough County, Fla. We are pleased to have you with us this morning.

STATEMENT OF DR. RAYMOND O. SHELTON, SUPERINTENDENT OF SCHOOLS, HILLSBOROUGH COUNTY (TAMPA), FLA.

Dr. **Shelton**. Thank you, Mr. Chairman.

On behalf of the board of education, the 500,000 residents of Hillsborough County, Fla., and 103,000 public school pupils, I commend you for seeking from the local educational agencies information relative to problems created by the desegregation of our schools and information that will hopefully lead to the solution of these problems.

My statements and comments will be brief because it doesn't take too many words to say: We need help; we need help now, we need help from sources other than local and State, and we need help without restrictions.

BACKGROUND INFORMATION

The Hillsborough County school district is made up of an area of 1,034 square miles including nearly 500,000 people of which 103,000 attend the public schools; this does not count kindergarten youngsters. Our school district is roughly the size of the State of Rhode Island and is metropolitan (Tampa), rural, suburban, and small town; we then have the problems and advantages of a very diverse constituency. The population is 20-percent black and approximately 20-percent Latin origin. I say approximately 20-percent Latin since nobody actually bothers to count because it seems to be of little importance to the people in Hillsborough County and Tampa. We are not an affluent county; our school board can afford to spend only $742 per pupil this year which is considerably below State and national averages.

COURT ORDERED DESEGREGATION

The U.S. district court for the middle district of Florida, Tampa Division, entered an order on May 11, 1971, to the effect that the Hillsborough County schools would have to be completely desegregated beginning with the opening of schools in August 1971 and that the most acceptable plan would be one which would desegregate each of the 129 individual school buildings in the county to the approximate ratio of 20-percent black to 80-percent white since this is the racial ratio of the county as a whole.

Previous to this court order the school board of Hillsborough County had used every available legal means to preserve the neighborhood school system. Failing in these efforts the school board decided to develop a plan, as directed, and implement it in the best possible way. Therefore, committees of the general population were organized, options were developed, and a plan was selected from these options by the school board. This plan was approved by the court on July 2, 1971, and has been implemented since August 30, 1971.

Every school in our county does include both races of pupils and the ratio of black to white does not vary significantly from the court-ordered 80 percent white and 20 percent black ratio. This black-white ratio applies also to all the administrators and faculties in the school system. It is safe to say that Hillsborough County has gone all the way in desegregation and there is nothing further that can be done relative to the mixing of the races, particularly as far as the mechanical and technical aspects are concerned. The problem now is one of integrating and educating as well as desegregating.

MASSIVE BUSING OF PUPILS REQUIRED

It should be obvious to anyone that to desegregate as ordered by the court in an area as large as ours would require massive busing of pupils. There is no other way since we have a State law requiring that any youngster who lives more than 2 miles from the school which he attends must be bused to that school.

Prior to 1971–72 the Hillsborough County schools transported approximately 32,000 young people in the rural areas of the school district who lived more than 2 miles from school. Now, in addition to these 32,000, another 25,000 youngsters are being transported solely because of the court order requiring the desegregation of the schools.

At this time in Hillsborough County we are transporting 57,000 pupils, morning and afternoon, on 320 school buses traveling thousands of miles at considerable cost.

FINANCES

Being limited financially, the burden of purchasing school buses and paying for the operation of the buses has strained the Hillsborough County school budget almost to the breaking point. We now owe $1 million for 125 school buses which are required to implement the court-ordered plan.

Actually an additional 100 school buses should have been purchased. But there was no way that this could be done without seriously damaging the regular educational program. Since the additional 100 buses could not be purchased, the opening and closing times of schools have been staggered so that the buses which we do have could operate two and three routes each morning and each afternoon.

Some of our schools begin classes as early as 7 a.m. and others begin as late as 9:30 a.m. Some schools dismiss youngsters as early as 12 noon and others as late as 5 p.m. This is a tremendous inconvenience to pupils and parents but could be changed only by increased expenditures for buses and the operation of these buses.

The local school budget had to include an additional $850,000 for the operation of the 125 school buses this year and the school board hopes to borrow nearly $1 million to purchase the buses that were placed in operation effective August 30, 1971.

Therefore, at this time we owe $1 million for school buses with no funds to pay for them other than to decrease expenditures for other items in our educational program in the years ahead.

COMMUNITY SUPPORT

In Hillsborough County we have received unusual support from the public on the plan that has been approved and implemented. There are several reasons for this, in my opinion:

1. Our local school board decided to face up to the inevitability of the court order and a desegregated school system and to implement the best possible educational program within a desegregated setting. There has been no division on the board and there have been no attempts on the part of individual board members to emotionalize or sensationalize the issue.
2. The method in which the desegregation plan was developed through the involvement of the community with committees composed of large numbers of people from all the walks of life and all areas of the community, including the student bodies of the individual high schools.
3. The understanding and the support of the news media even though the prospect of massive cross-busing and the desegregation of the schools is not popular with the majority of the general population.

4. The population of Hillsborough County and Tampa is made up of an unusually objective group of people who are accustomed to facing adversity and conquering it.

It is hoped that the operation of the schools in a desegregated setting can continue to bear the support of the population, but this is becoming increasingly difficult in the face of many problems in the schools created solely by the mixing of the races and the tremendous inconvenience to pupils and parents of crossbusing. Personally, I am beginning to doubt that we can educate and desegregate at the same time with our existing resources.

EMERGENCY SCHOOL ASSISTANCE PROGRAM

Hillsborough County has been fortunate to receive from the continuing resolution of the ESAP program $2,225,000 to help solve the problems incident to desegregation. This money will be very helpful in treating the symptoms of our problems this year.

However, this money will do very little toward solving the underlying deepseated problems that I fear will create serious problems for our teachers and principals in the future. We requested nearly $10 million in aid from the ESAP program and each of these dollars is desperately needed. The human relations teams that we have installed in each of the high schools with biracial committees of pupils will help in opening the lines of communication and resolving the immediate problems of distrust and misunderstanding on the part of black and white pupils. Also the learning specialists, tutors and materials we have been able to purchase will begin to solve the problems of different levels of achievement of pupils coming from different cultural backgrounds.

But these efforts are only superficial and short range in my opinion. In the long run if the schools are going to continue to be asked to bear the major burden of solving the problem of discrimination in our society, we must have the resources to install curriculum reforms. Unless all youngsters can achieve in school there will be continuing frustration and constant disruption which could very well create more prejudice and bigotry in our society.

BUSING

Crossbusing is a fact of life in the Hillsborough County, Fla., schools. There is no escaping this. The school board, the superintendent of schools, and the administrative staff have had their authority to decide this issue removed. The 57,000 school pupils can only be transported through the use of vehicles. Vehicles cost money; they must have drivers; they use gas and oil; and they require maintenance. In Hillsborough County all of these costs have been at a sacrifice to the regular educational program for our 103,000 pupils.

Accountability is a popular term in education today. It should be, in my opinion, but also there should be a broader accountability. Society must be accountable, Congress must be accountable, and many people suggest the courts ought to be accountable.

Are school boards and superintendents of schools accountable for the disruptions in high schools, the inconveniences to parents, and the lowering of educational standards brought about by Federal court orders?

I think not. When demands are placed upon school systems without accompanying means to satisfy those demands, something must give. In our case it has been our kindergarten program, teachers salaries, capital construction, and most all other parts of our educational program.

Emergency School Aid Legislation

It is not my intent to jeopardize the proposed legislation to provide $1.5 billion to support the additional cost of school desegregation. I would sincerely hope that this bill will be looked upon favorably by Congress quickly whether it includes money for busing or not. There is a critical need for this money from Federal sources, because in the case of Hillsborough County, Fla., resources are exhausted, and we are in debt.

If there are those who feel that none of the $1.5 billion should be used to purchase or operate school buses, I ask them what do you do when you have no choice but to buy buses and operate them. If cross-busing is distasteful, and if it is within your means to stop it; then do so. But, if cross-busing cannot be stopped, don't let it continue at the expense of the academic programs for hundreds of thousands of young people in this country. Don't hold up the ESAP legislation while this issue is being decided. Have confidence in the ability of local members of school boards and local superintendents of schools to make the decisions as to how resources should be used to educate our youth. They will be accountable; will you be?

Thank you for hearing me. I should be most happy to answer any questions you may have about my remarks or the issue in question.

I attached some information about myself for no other reason than to prove that I am not a rebel.

Senator **Mondale**. We will place that information in the record.*

If you had your choice in educating, which would you prefer; a quality integrated school system in Tampa with adequate funds to support the kind of program you have described here, or would you prefer the segregated system?

Dr. **Shelton**. Well, let me say that in Hillsborough County I have refused to answer that question because I think it tends to emotionalize the issue. I will know at the end of this year what it does to education. I think a naturally integrated situation most certainly provides the best kind of an education situation.

Senator **Mondale**. As I understand your situation, the question is sort of irrelevant because whatever your own personal policy judgments might be, your court order says you will have a desegregated school system which requires substantial busing; and the cost of that busing and the dislocations that result are jeopardizing, in your opinion, the quality of education and the ability of the school system to bring about a healthy desegregation plan, is that correct?

Dr. **Shelton**. Yes; we have had one riot already even though we had a very smooth opening, I think, under the conditions we have had——

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*See Appendix 1, p. 9047.

Senator **Mondale**. Assuming the Supreme Court does not change its view, which I think is likely, assuming that rule of law, would you recommend that the Emergency School Desegregation Act include support for busing required by the court order?

Busing Is Key to Desegregation

Dr. **Shelton**. I would say it should include that support or certainly have no restrictions against it.

Senator **Mondale**. Let me ask the others. Would any of you care to comment in response to that question.

Dr. **Marshall**. I agree with Dr. Shelton on that point. I think he covered it very well.

Senator **Mondale**. Dr. Brooks?

Dr. **Brooks**. My position is very strongly that since transportation is the key to indicate integration, that this must be included, and I have here a copy of the ESAP proposal which we presented using forms from the emergency school systems office and it has on the form an area here to indicate where your request for transportation is placed.

Senator **Mondale**. Perhaps we could have that for the record.* It is your recommendation that at least insofar as court order desegregation is concerned, assistance in busing and transportation costs should be made available in the emergency school aid bill.

Dr. **Brooks**. I am not minimizing the need for the other areas.

Senator **Mondale**. But there is no dispute.

Dr. **Brooks**. It just so happened that our district—we kept our money in the instructional program and didn't put it in busing. You have to do it one way or the other and you have to have enough to cover not only the need to help staffs and communities learn to live together but you have to have the money to get the pupils——.

Senator **Mondale**. But it is somewhat anomalous to provide quality instruction for an integrated class and then no money to get them there, isn't it?

Dr. **Brooks**. You are starting to go one way or the other and I see no need for that under the conditions that we operate at the present time.

Senator **Mondale**. Thank you very much.

Our next witness is Dr. John Franco, superintendant of schools, Rochester, N.Y.

STATEMENT OF JOHN M. FRANCO, SUPERINTENDENT OF SCHOOLS, ROCHESTER, N.Y.

Dr. **Franco**. Thank you, Mr. Chairman.

I think there is a common denominator of superintendents speaking before the Select Committee and that is that we all have a desegregation plan going. I think one of the differences of the plan that I would talk about is that ours happens to be a voluntary plan and in response to your last question to the other superintendents it seems that I could respond to it too from a voluntary basis.

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*See Appendix 1, p. 9068.

Senator MONDALE. Why don't you begin by doing that? What do you think the action provides in terms of assistance for transportation, if any, for school districts which voluntarily seek desegregation?

Dr. FRANCO. This is what I wanted to refer to in that part of our problem in implementing our plan this year is that we had integrated our secondary schools. This was an additional cost for busing. In order to pay for it we had to make cuts in other parts of the program.

The only way to integrate the schools and get groups of students together was by providing a transportation system. We don't have a long distance to transport students because the city of Rochester is quite small relatively to the other cities we had today but it does affect the other parts of the program and I would make a strong plea and I will that money for transportation be provided not only for the court-ordered schools but for those that are on voluntary plans and I would like to refer to something else that was alluded to earlier.

DESEGREGATION PROGRAM THE MOST IMPORTANT

I believe you asked the question of which would you prefer, to one of the other witnesses, if you had the money, a quality integrated school system with adequate funds or the segregated system.

In Rochester, in the northern cities, most of us have made massive attempts at trying to overcome the effects of poverty on students and pupils who live in center cities. We have had the support through Title I programs in the State of New York, we have had support through funds that are earmarked for any racial imbalance, and they mostly come into the category of compensatory education programs, and we spent quite a bit of time in developing programs on it, and at the present time we are in voluntary reorganization and segregation plans.

I have a quotation that I think really expresses why I think it is very important that we go into a desegregated program rather than spend more money on segregated compensatory education programs. It is a quotation that I picked up somewhere in my travels in visiting schools that had segregated programs with high emphasis on compensatory education.

> I used to think I was poor. Then they told me I wasn't poor, I was needy. Then they told me it was self-defeating to think of myself as needy, I was deprived. Then they told me deprived was a bad image, I was underprivileged. Then they told me underprivileged was overused, I was disadvantaged. I still don't have a dime. But I have a great vocabulary.

I am John M. Franco, superintendent of schools for the Board of Education of Rochester, New York. As chief school officer, I am responsible for the education of more than 45,000 children in the public schools of Rochester, for the supervision of more than 2,800 teachers and administrators in those schools, and for Federal and State programs affecting 15,000 children attending private and parochial schools.

RACIALLY BALANCED SCHOOL DISTRICT

I have been charged by the board of education of my school district with continuing the grade reorganization and desegregation of the Rochester public schools, which the board ordered implemented to create a racially balanced school district by 1974.

I am happy to report that phase 2 of Rochester's grade reorganization and desegregation plan, affecting 19,000 elementary and secondary school students, went well and that the schools opened smoothly. This was not, however, without careful planning over a long period of time or without serious problems which we have not yet solved.

This was written last Wednesday. We did have some problems on Thursday and Friday in our schools.

Senator MONDALE. Very well.

ROCHESTER PLAN

Dr. FRANCO. The plan, which is a culmination of a series of voluntary steps toward desegregation by the Rochester schools beginning in 1963, opened in the fall of 1970 with the redistricting of the feeder patterns of seven elementary schools into two enlarged home zones, each containing one intermediate and two or three primary schools.

All but one of those schools, however, were reasonably balanced racially before reorganization and most of the children were able to walk to school. There was little change in the racial proportions of the schools; one primary school with a minority population of 80 percent dipped less than 1 percent and one intermediate school achieved the citywide minority average of about 40 percent.

A much more significant advance toward the goal of a racially balanced school district was made in September 1971. With the opening of school this year, all of Rochester's high schools and five additional elementary schools were reorganized. As a result, all of the secondary schools, most of which were racially imbalanced last year—either white or black—now have enrollments which reflect the racial proportions of the total population of Rochester's public schools, 60 percent white and 40 percent black and Spanish-surname.

Of the five elementary schools, four had minority populations far below the citywide average, while one had a 97-percent minority population—70-percent black and 26-percent Spanish surname. Our estimate at the beginning of the school year is that all five schools, after reorganization and desegregation, will have minority populations of from 30 to 36 percent.

BUSING TO ACHIEVE RACIAL BALANCE

Without busing these results would have been impossible to achieve.

This year about 10,000 of the approximately 17,000 junior and senior high school students in the reorganized schools will travel to school by chartered bus compared with approximately 5,000 who were given free bus passes in 1970. Twelve hundred elementary school children in enlarged home zone G will also ride to school on buses. Although in 1970 approximately 2,000 elementary school children had been taking part in voluntary pupil transfer programs designed to reduce racial imbalance, nearly 600 of them in the suburbs, this September marked the first time in which large numbers of children were transported by bus because of mandated policy, or as the opponents of busing to reduce racial imbalance might term it, forced busing.

Senator MONDALE. You have a program by which some 600 schoolchildren are voluntarily bused?

Dr. FRANCO. In the suburban schools. We call it an urban-suburban transfer program. It works very well. I would refer later on that we have had to put a hold on it because of lack of funds.

Next year's reorganization plan will affect eight more elementary schools, none of which have a racial makeup reflecting the enrollment in the city as a whole. Under that plan one of the elementary schools, which has a minority population today of 99.5 percent, is expected to have a minority population of 40 percent, the estimated citywide proportion.

Another school in the same home zone now has a minority population of only 5 percent, but is expected to have a 37-percent minority population as a result of reorganization. Unlike enlarged home zone G, the grouping of five elementary schools reorganized this year, which combined one inner city school with four outer city schools, zone DJ is contiguous. We have within most elementary schools contiguous zones.

This means that more busing will be necessary if zone DJ is to be reorganized next year, and more still in 1973 and 1974 if Rochester's goal of a racially balanced citywide school population is to be reached. There is no other way to do it. And we of Rochester can say this with some degree of expertise. It is more than 8 years since the resolution of August 27, 1963, in which the then board of education directed its superintendent to develop plans "which would reduce significantly racial imbalance in schools in which imbalance exists."

VOLUNTARY PROGRAM STARTED INTEGRATION

Rochester began its drive to integrate its schools by emphasizing voluntary programs such as open enrollment. In partnership with the New York State Department of Education, the U.S. Office of Education, with neighboring suburbs, and with its private schools, Rochester conducted a vigorous campaign on several fronts simultaneously to improve its schools overall, to provide compensatory programs for child victims of poverty and racism, and to eliminate one of the most obvious symbols of the discrimination and inequality which blight northern cities, its de facto segregated schools.

To that end in 1966 Rochester became one of the first cities in the Nation to bus inner-city children to suburban public and private schools. In 1967 Rochester's 15-point plan to reduce racial isolation introduced reverse open enrollment, providing programs in inner-city schools which would attract voluntary transfers from outer city and suburban schools.

These programs included classes for gifted children, special instructional offerings such as foreign languages for elementary schoolchildren in participating schools, and one entire experimental school, the World of Inquiry School, designed to demonstrate the strengths of quality integrated education in a student-centered setting.

GROWTH OF MINORITY POPULATIONS

Yet if one looks at the results in terms of racial balance from 8 years of efforts to reduce racial imbalance, we might conclude that the district had done little. In 1963 seven elementary schools in Rochester had nonwhite enrollments in excess of 50 percent, five of them with more than 80-percent nonwhite enrollment.

In 1970, after 8 years of voluntary programs, many of which had attracted national attention, 12 elementary schools had minority enrollments of over 50 percent, 10 of them 80 percent or more, six of them over 95-percent nonwhite.

No secondary school in 1963 had a nonwhite population of more than 50 percent in Rochester, although one high school was nearing that figure while another had only one nonwhite student.

In 1970 two high schools had exceeded 50 percent while three high schools still had fewer than 10-percent nonwhite population. During those years Rochester's elementary school minority population had grown from 24 percent in 1963 to 40 percent in 1970, and its secondary school minority population had increased from 9.2 percent to 33.4 percent—an overall increase of 20 percent in 8 years.

SOURCES OF FUNDING

Not only was racial imbalance gaining on Rochester, but the means for fighting it were disappearing. All of these programs required busing for children whose parents were willing to allow them to travel some distance to attend an integrated school; and while much of the cost of the busing was reimbursable by the State, the local share came either from Federal funds, some of which could have been used for other programs, or from local funds.

Project UNIQUE, whose acronym—United Now for Integrated Quality Urban-Suburban Education—symbolized the partnership of Federal, State, and local efforts and supported many of the programs for a time with Title III, ESEA funds.

But UNIQUE's lifespan, like that of most other innovative Title III programs, was for 3 years only. It remains alive today as a private corporation. In fact, much of Rochester's administrative effort goes toward finding public and private funding sources to continue outstanding programs begun under the umbrella of Project UNIQUE.

We must find new sources of money to pay the tuitions for city students in suburban schools, to pay for busing suburban children to city schools. This year, the urban-suburban program, for the first time, was unable to expand despite the possibility that at least 100 more inner city children could have been placed in Pittsford, Brighton, Penfield, West Irondequoit, and other suburbs.

Funds are lacking even to replace children who drop from the program. Fewer children from Rochester's inner city are attending suburban schools now than last year, a drop for the first time in the history of this program.

Of particular concern to the city school district of Rochester is the fiscal crisis it shares with other large-city school systems. In the face of mounting school costs and shrinking revenues, we are attempting to offer new programs in all of our reorganized schools, elementary and secondary, while maintaining a very high level of compensatory services in the remaining inner city schools.

COMMUNITY COOPERATION

Unlike some of the headlines in the Nation's press during the first weeks of September, Rochester's newspapers reported a high level of cooperation on the part of both white and black parents.

"I'll wait and see," said a black father in one newspaper story. "The busing doesn't faze me in the least," a white mother was quoted in another.

Elementary students were reported looking forward to the buses, to the lunches being provided in the schools; secondary students, at first angry over their loss of identity with one school building, seemed more willing to accept the wider range of electives available in the five senior high, or the team teaching and clustering developed for the junior high, schools.

Despite warnings of boycotts and disruptions, 90 percent of the students expected reported on the first day of school. A few private schools have been organized by some parents who are resisting reorganization, but teamwork by school people and the many parents and students who support the aims of reorganization, have made this leap year in Rochester school integration successful overall.

Senator MONDALE. What is your school attendance now? Is it below anticipated?

ATTENDANCE FIGURES SHOW GOOD START

Dr. FRANCO. It went up to almost 95 percent up until last Friday, and then there was a disturbance. There was some difficulty on the bus and around schools. In two schools, the attendance dropped considerably to about 35 percent, and one was 50 percent.

The last few days it has increased. It is at the 80-percent mark today.

This relatively successful opening did not just happen. Although the reorganization and desegregation plan has always had a good deal of support in the white and nonwhite communities, it has also faced a good deal of resistance.

Mass public rallies and protest marches were held by groups in opposition; pupil boycotts were staged, often by parents; schools were picketed; school board meetings were disrupted, sometimes violently. City council, which controls the tax levy powers of the board of education in Rochester, cut back the school budget to an amount equal to the additional costs of busing children to the reorganized schools, and delayed bond ordinances for remodeling and equipment needed to convert four of the comprehensive high schools to junior high schools.

CUTS IN REGULAR PROGRAMS

Already on a near-austerity budget, the Rochester schools have had to cut back on staff, on books, on inservice, to sustain its endangered reorganization plan. It is ironic that existing legislation and policy make it difficult for a school system such as Rochester's, which voluntarily chose to integrate its schools, to receive help at the level it needs, while systems obliged to desegregate by court order or administrative decree are rewarded with the thousands or even millions of dollars it takes for a large city to do a genuine job of school integration.

It is even more ironic that the one inescapable cost of integrating schools, particularly in Northern cities where discrimination almost inevitably has resulted in large racially isolated areas in the center city, the cost of transporting children by bus to improve their educational opportunities, is forbidden as far as emergency assistance is concerned.

Like school superintendents all over the country, especially those from cities, I find it difficult to understand how busing, which has been a fact of life for decades in Northern suburbs, becomes a menace in the cities. It is particularly puzzling because busing has never been questioned for so many other educational programs. Between them, the six largest cities in New York State have 63 percent of the State's handicapped children, most of them requiring busing to special classes. They have 65 percent of the State's full-time vocational pupils, many of whom need busing to special technical programs, and a large number of part-time vocational students who are bused from their regular high schools every day to vocational annexes.

The concept of the neighborhood school seems to be threatened by busing only when that busing is to reduce racial imbalance, and yet, in countless instances, since the U.S. Supreme Court in 1954 declared segregated schools to be illegal, the courts have interpreted segregation to include de facto segregation, which can be reduced only by busing.

At this very moment, the board of education of Rochester, in spite of its record of achievement in support of school integration, is defendant in a suit in U.S. district court charging it with maintaining a segregated school system.

PROBLEMS OF THE CITIES

I am certain that this committee, in gathering testimony from educational leaders from all over the Nation, is well aware of the problems of the cities as they struggle simply to exist. They carry the largest burden of welfare costs, which means that their schools contain the greatest number of "dependent children." More and more of the taxable property within their boundaries is being abandoned by business, torn up for highways, or reconstructed with nonprofit, nontaxable housing for poor people who are refused access to empty lands in the suburbs. The center cities, which contain most of the black and Spanish-speaking children who make up the populations of racially isolated urban schools, are those portions of the metropolises abandoned by everyone who can afford to leave.

School people cannot control the forces leading to the decay of cities, but they can try to provide equal educational opportunities for all of the children in their charge. Equal educational opportunities cannot be provided in segregated schools, black or white.

Now that the Rochester Board of Education has declared itself for a racially balanced school system by 1974, it is doubtful whether that decision could ever legally be rescinded. But as we move toward the next stage of implementation and the next, we have less confidence in our ability as a city school district to "go it alone." We cannot pay the full cost of this reorganization, although we have no choice but to continue, and we cannot remain "racially balanced" for long without more cooperation from our suburbs.

Unless increased Federal support becomes available soon, including support for busing, it will be impossible to extend desegregation programs or to halt the accelerating decline of our schools.

Senator **Mondale**. Thank you very much, Dr. Franco, for your testimony and for your efforts.

Have you received any help under the Emergency School Assistance Program?

Dr. **Franco**. None whatsoever.

Senator **Mondale**. Have you asked for any?

Dr. **Franco**. I have called just about everybody in the country. I have called everybody at the New York State Education Department.

Senator **Mondale**. Have you received any outside help?

Dr. **Franco**. We do have a small grant under the Civil Rights Title IV where we have two advisory specialists and two aides.

Senator **Mondale**. That is technical help——

Dr. **Franco**. Just four people who worked in the summer trying to help in setting up the program.

Senator **Mondale**. Did you at least ask for help under ESAP?

Not Eligible for ESAP

Dr. **Franco**. I have called different people and was told that because we were not under a court order we do not qualify for it.

Senator **Mondale**. If you want to get help you have to resist the law and if you don't want help you just go ahead and desegregate?

Dr. **Shelton**. Can I comment on that?

Senator **Mondale**. Certainly.

Dr. **Shelton**. My statement is that Hillsborough County, Tampa, Fla., was more desegregated last year before the court order than Rochester, N.Y., is today.

Senator **Mondale**. Do you want to comment on that?

Dr. **Franco**. I have to look at his statistics. I don't know what he means that it is more. He is probably referring to the fact that we are saying the plan will be complete in 1974. We are not moving into the complete implementation of the complete elementary plan because our buildings are not equipped to handle the students.

Senator **Mondale**. In any event, you were led to believe that there would be no help so long as you were voluntarily desegregating?

Dr. **Franco**. Yes. They said we didn't qualify under any of the existing legislation.

Senator **Mondale**. Would you recommend that the emergency school program include assistance for schools voluntarily desegregated?

Dr. **Franco**. Definitely. Yes. I think that we are suffering because of the lack of funds. I referred earlier to not getting the money that we asked from the Rochester City Council. As we developed the plans and were ending the last school year the State department of education in New York had a small sum of money earmarked for funds for ending racial imbalance. The legislature cut that. The State of New York does not provide any funds for this whatsoever.

Senator **Mondale**. What will happen to the Rochester school system if you proceed with your plan without outside help, in your opinion?

D

INCREASED CLASS SIZE NECESSARY

Dr. **FRANCO**. What we had to do this year was to increase class size to come up with the money for some of the additional cost of desegregating the schools. Our citywide average last year was about 24 percent and this year it is 28 percent.

Senator **MONDALE**. You mean 28 students?

Dr. **FRANCO**. Yes, 28 students.

Senator **MONDALE**. So you raised your class size an average of about four in order to accommodate the cost of your desegregation program.

In your opinion does that affect adversely the quality of education?

Dr. **FRANCO**. Basically teachers prefer having smaller class sizes. I would prefer having the smaller class sizes. However, we tried to hit a number where it wouldn't be unbearable and difficult to manage.

Dr. **MARSHALL**. I wanted to ask Dr. Franco if he had contacted the Office of Equal Educational Opportunity, Dr. Goldberg's office? Have you contacted him?

Dr. **FRANCO**. Yes.

Dr. **MARSHALL**. You did. I had never heard that before, that if you did this voluntarily that you couldn't get the money.

Senator **MONDALE**. We had a fight over this at the time of the original $75 million, as to whether it would be simply a bill directed at the South or whether it would be a bill which would be national in scope; many of us felt this was a national problem.

I think it is increasingly becoming obvious with the *Detroit* case and so on that there is a national need.

Dr. **SHELTON**. Don't take my remark to indicate that I think it is not a national problem, and I think the emergency bill, the million and a half dollars, most definitely should be for voluntary desegregation. I think that the $75 million is such a small amount toward the magnitude of our problem that the high priority would be a massive court order desegregation situation.

Senator **MONDALE**. We felt very strongly about that in the fight over the desegregation act.

Dr. **SHELTON**. His problem is going to be much more serious than ours because the ratio of black to white is much higher. There is, of course, the white flight to the suburbs. We are in a county district.

Senator **MONDALE**. Would you comment on the white flight problem, Dr. Franco?

WHITE FLIGHT

Dr. **FRANCO**. Last year when we implemented the two first zones at the elementary level, we had a decrease in student population. Early in the year as the school year went on we had a return to the schools and actually the enrollment in most schools was quite high.

At this point we really don't have statistics because we just opened schools. We did what we call a beds report yesterday and I will be getting the statistics on that. It does seem because of the financial situation that people are not moving out of the city to that extent but the opportunity is there for them.

Senator **MONDALE**. There are, you know, mixed patterns of white flight. It depends on how parents perceive the school system. If they think their children are going to be doing all right they stay——

Dr. FRANCO. We had two prongs to our approach. It was the desegregation of the city schools and the reorganization. Our primary schools are on open classroom organizational structure. It is the nongraded—teachers are in clusters. Our intermediate schools are similar to that only they added the intermediate level interest area centers where students sort of contract with teachers for work done. Our junior high schools are on the cluster plan. Clusters are located in one section, groups of classrooms are clustered together, so that they are more or less in a minischool. In our senior high schools we have extended the opportunities for electives. I think this was the appeal that most people felt that we had offering and this is why we——

Senator MONDALE. Did you want to comment on that?

Dr. BROOKS. I have a feeling that white flight is not a simple situation and can't be answered simply, in that, particularly in the South, where you have private schools operating and you already have—I think there is a matter of, for some, status. I think for some it is a matter of integration itself.

But for many I believe that it is a serious question in their minds about the quality of public schools as compared to private schools that they are able to observe. I have a very strong feeling that as urban areas, whether north or south, integrate thoroughly, that unless substantial help is forthcoming for these districts, whether it be court imposed integration or voluntary integration, that unless substantial help is forthcoming it will be most difficult to maintain or increase the quality of educational programs of the public school programs. Unless we can do this I think the public schools are doomed.

Senator MONDALE. I think there is great merit to what you say. I think the South—whatever the tragedy of the history of discrimination—has had a higher commitment to public education than many northern communities.

Dr. BROOKS. We still have it.

Senator MONDALE. At least as gauged by the percentage of children going to private schools, it could be that unless the Federal Government provides the resources necessary to defray the costs of the kinds of sensitive programs needed, that the movement will not be just a geographic one but would be out of the public school system and into private schools; and, of course, that would permanently injure the whole system of public education.

Dr. BROOKS. I firmly believe that established flights of schools will continue but they will have difficulty continuing but these private schools, developing purely for the purpose of helping parents escape integration will not survive well. At least it will be very difficult for them to provide quality education.

QUALITY EDUCATION MUST BE INSURED

It seems to me that we have responsibility then of providing and assuring the public that our school program is equal to or better than any school program they can get outside the public schools.

Senator MONDALE. Exactly. And, of course, we must realize that the people we are dealing with in an unpopular situation here are those who do not have any alternative—the rich have never been limited to the public school system. They have the full array of private schools. What we are talking about is a very sensitive situation where we decide for people what kind of system they are going to have. I think because of that we have a special responsibility to make sure it is the best possible choice we can provide. I believe those points are very well taken.

I would like to get back to Dr. Franco. In your opinion, is quality integrated education necessary for equality of educational opportunity for the school children of your school system?

Dr. **Franco**. I feel very strongly about quality integrated education.

Senator **Mondale**. Why do you say that?

Dr. **Franco**. Because for a period of 5 years I was the director of Project Beacon geared to develop compensatory education programs for pupils who were in the classification of the disadvantaged. I developed special programs in the area of self-improvement, working with parents. We did a massive effort in that in five select schools. Our research doesn't bear out——

Senator **Mondale**. In other words, after 5 years of socking it to them on a compensatory basis, the results were not very encouraging?

Dr. **Franco**. In initial evaluations of a project that we carried on in which we reduced the pupil size in one inner city school to 15 pupils with a fulltime teacher aide and then we compared that with an inner city black school in which white students were transferred in and then we used a system of open enrollment to other schools, the integrated situation surpassed the one that had the massive compensatory programs.

Senator **Mondale**. What was the difference in the per pupil spending in the two schools?

Dr. **Franco**. The school that had reduced class size with a full-time teacher and all kinds of support of personnel was extremely expensive, a difference of about $500 per pupil.

Senator **Mondale**. So that for an additional $500 a head in a school which was composed of totally disadvantaged children, you weren't able to show much, if any, improvement in basic skills?

Dr. **Franco**. They made some gains. They did.

Senator **Mondale**. Impressive?

Dr. **Franco**. Not in comparison with the other.

Senator **Mondale**. But during the same period you had an integrated school down the street with larger class sizes and the students made better gains, is that correct?

Dr. **Franco**. Yes, they did.

Senator **Mondale**. Who checked those results?

Dr. **Franco**. We did them through our research and planning office.

Senator **Mondale**. Would you send a letter to us for the record——

Dr. **Franco**. I have a study* that I can send you.

Senator **Mondale**. How thick is it?

Dr. **Franco**. Maybe about 20 pages.

Senator **Mondale**. We will take it.

Dr. **Brooks**. I think other members of the panel would appreciate having that study too.

Senator **Mondale**. Our final witness is Dr. Wayne Carle, superintendent of schools for the Dayton, Ohio, area.

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*See Appendix 1, p. 9152.

STATEMENT OF DR. WAYNE CARLE, SUPERINTENDENT OF SCHOOLS, DAYTON, OHIO

Dr. CARLE. Thank you, Chairman Mondale. I want to thank you for the perceptive and sympathetic manner in which you have listened to testimony this morning, some of which I think is the most significant that you have gotten from any group of school administrators in the past decade.

Senator MONDALE. I expect this is one of the first times that northern and southern school superintendents have come together and testified on this problem in the history of Congress and I think it reflects eloquently the growing realization that this is not just a southern problem but a national problem.

Dr. CARLE. I should like to try to speak from the perspective not only of a superintendent of a district of 54,000 boys and girls about 60 percent white and 40 percent black, but as one whose immediately prior responsibility was that of assistant State superintendent of public instruction in charge of instructional standards for 5,000 schools and teacher certification for 90,000 teachers.

I was delayed slightly in joining you this morning because of a hearing last night on a tax issue to continue 50 percent of the local funds for schools in 1972. The conference this morning with the State auditors office on a date for closedown if additional funds are not voted——

Senator MONDALE. In other words, you are one of the school systems close to a closedown?

ANTICIPATION OF SCHOOL CLOSEDOWN

Dr. CARLE. This could be in October or November, after the submission of four levies for increased funds, at least part of the defeat of which has been attributed to concern over possible desegregation.

Although it would be difficult to minimize the impact of Federal legislation the past decade supporting manpower development, vocational education, and the Elementary and Secondary Education Act, the Federal school desegregation assistance bill could well become the most important measure ever enacted by Congress to improve schools.

Racial integration is both the No. 1 social and No. 1 educational problem confronting our country. If schools fully overcome the effects of racial and economic isolation on children, there is considerable reason to believe that they can also unravel the related issues of humanization, motivation, accountability, financial support, and learning problems confronting public education.

Desegregating schools is tough, but integration is tougher. If integration is to be achieved, resources must be available for:

Curriculum change to individualize instruction and increase black and multiethnic materials;

Community relations to improve public attitudes and understanding of integration;

Inservice education to prepare teachers to serve in racially different assignments;

Staff development to place minority persons in all levels of responsibility and fields of service;

Facilities improvement to enhance the quality of instruction;

Financial support to assure continuous planning and operations through a period of transition;

Student involvement to develop good human relations;

Recruitment efforts to attract and employ capable persons for city schools.

The Senate bill may not necessarily accomplish all of these objectives, but it has the clear intent of making available the means to to reach the end—integrated schools.

I urge you to keep your focus on that end, to reinforce and not limit local action and plans, and to avoid undue restrictions on the ways communities may devise to achieve integration.

Please remember that—in spite of the ambivalence that has characterized Federal leadership in recent months—there is no legal barrier in the way of local boards of education to integrate schools voluntarily and they should be encouraged to do so.

ORGANIZING INTEGRATED SCHOOLS

In supporting integration as the priority education strategy the Kerner Commission pointed to many of the educationally sound ways of organizing integrated schools—including, but not limited to, exemplary and magnet schools, supplemental education centers, educational parks, paired schools, open enrollment, boundary changes, consolidation of schools and strategic site selection.

That almost any of these alternatives would require transportation is apparent. Buses long have been used to enhance the quality of educational opportunity. To deny transportation as part of a plan to achieve integrated education is to deny in most cities and much of the country a resolution of segregated schools.

To cease equivocating on the emotional issue of busing is not easy.

It involves a recognition that segregation is a white problem. Only the white Anglo-Saxon Protestant majority of our country can resolve it.

It involves an understanding of racial segregation as class segregation. The public schools must cease serving the selfish interests of one economic class seeking superiority over another.

It involves the rejection of the ghetto as a permanent state of being—or the "cult of poverty," as Lerone Bennett, Jr., calls it.

> Instead of painting poverty realistically as an evil imposed as an evil system, instead of probing deep into the root causes of poverty and presenting the appalling human costs of malnutrition, poor houses, and lack of capital, some men paint a Rousseau-like picture of poverty as the incubator of wisdom and soul.

It involves an acceptance of fairness as the standard for desegregation plans. A plan which does not involve the movement of both whites and blacks is inherently unfair.

It involves a commitment to a cross-section school, one that can offer a broad curriculum, equal opportunity and democratic experiences for all children.

Whether or not this act will benefit Dayton is uncertain to me today. I had hoped last spring that it would have been passed in time to help us with the preparation of 500 teachers who are in racially different assignments this fall. We have just completed the desegregation of teachers, administrators, coaches and counselors on a 70–30 basis reflecting the district white-black ratio in each building.

With the close cooperation of the teachers' association the process has involved movement of some 800 staff members over the past 2 years, largely on a voluntary basis. We have had one of the best school openings in years—but we know teachers want and need more help than we can give in a district that is about to shut down.

A PLEA FOR HELP—UNANSWERED

I should echo Dr. Franco's comment earlier, that we pleaded with all of the Title IV offices for the help that we felt had been promised last spring and was forthcoming if this act had passed in June and instead had to proceed with what little money we had to prepare teachers on the basis of a short workshop for this new school year.

Desegregated teachers are now teaching in segregated schools. Seventy-five percent of Dayton students are in schools 90 percent or more racially isolated.

The board of education has taken official recognition "that unequal educational opportunities for minority students now exist" and appointed a broadly representative committee to make recommendations for reducing racial and economic isolation.

A political organization of the variety that has sprung up around the Nation to preserve segregated neighborhood schools is determined to gain control of the board in November elections. So the city may be denied the opportunity to take voluntary action to desegregate schools.

But the district is under compliance review, and it may be necessary to go through the trauma of court- or federally-imposed desegregation. If so, the provisions of the act will still be valuable, though perhaps less desirable, than under local planning.

I must add that I hope future legislation will go further to assist in broad solutions to the problem of educational inequality. Education is a State responsibility. Since most Federal funds are administered through State agencies, the latter should require desegregation plans from all school districts and assure equal financial resources to support the education of all pupils.

In our country, if educational opportunity in Mississippi is equal to that in Massachusetts; in Ohio, if educational opportunity in Carroll County is equal to that in Cuyahoga County; in my county of Montgomery, if educational opportunity in Miamisburg is equal to that of nearby Oakwood; and in my city if educational opportunity in North Dayton is equal to that in East Dayton or West Dayton, then this committee's work is done.

As we have long known, however, equity is not the role in American education, and it is the shame of our Nation that it has taken the courts to begin Americanizing the schools.

The sins of the schools are partly those of society but they are also those of educators, school boards, and legislatures that have failed to correct inequity and injustice. We must confess the devastating results of racial and economic isolation in the schools. We can no longer kid you that compensatory education will overcome the effects of putting poor children in poor schools with poor programs and poor results. Nor can we say that affluent students in affluent schools with college prep courses are being saved from drugs or being prepared for life in a multiethnic society.

THE COST OF COMPENSATION

You asked earlier what the cost of compensation was. Roughly half of our schools are Title I and half are not. It cost last year approximately $100 per pupil for all of the thousands in the Title I schools, more than in the non-Title I schools.

In the State of Ohio it costs about $45 on the average to transport a pupil. Thus we are paying twice as much to keep schools segregated as it would cost to put them together.

Senator MONDALE. That is an interesting figure.

In other words, in Dayton you are spending $100 per pupil——

Dr. CARLE. More in the title——

Senator MONDALE. On the compensatory education. In your judgment we can spend less than half of that on busing and get a better education.

Dr. CARLE. No question about it in my mind. The three pupils fewer per teacher on the average in the Title I schools do not provide a better education and indeed at the high school level they are mostly for keeping order.

Last spring the then president of the National Education Association said:

> The time is now to enforce the law of the land by cutting off Federal funds to recalcitrant school districts which refuse to integrate, even if it means a temporary school shutdown. No schooling for a few months is preferable to the kind of degrading and dehumanizing situation which many thousands of children suffer daily in segregated schools.

The Governor of Florida had the courage this summer to say:

> Busing certainly is an artificial and inadequate instrument of change. Nobody really wants it—not you, not me, not the people, not the school board—not even the courts. Yet the law demands, and rightly so, that we put an end to segregation in our society. We demonstrate good faith in doing just that. In this way and in this way only, will we stop massive busing (and) * * * put the decisive and self-defeating issue of race behind us once and for all.

And the Supreme Court has added:

> All things being equal, with no history of discrimination, it might well be desirable to assign pupils to schools nearest their homes. But all things are not equal in a system that has been deliberately constructed and maintained to enforce racial segregation. The remedy for such segregation may be administratively awkward, inconvenient, and even bizarre in some situations and may impose burdens on some; but all awkwardness and inconvenience cannot be avoided in the interim period when remedial adjustments are being made to eliminate the dual school system.

In this act Congress has the opportunity to break America's most vicious cycle: segregated jobs that lead to segregated housing that leads to segregated schools that in turn reinforce the prejudices and attitudes that create more segregated jobs, neighborhoods, and schools.

IF CONGRESS CARES IT CAN HELP

If the Members of Congress care about the costs of alienation and delinquency, if they care about the costs of dropouts and dependency, if they care about the costs of failure and illiteracy—they will fund this bill promptly, and they will give schools every tool they need—including transportation—to put the issue of race behind us and create schools designed for the success of every parent's children.

I should add in talking about cost, that in addition to that $100 per pupil we could also put it in the context of $1,800,000 more being spent in the group of schools being called deprived versus those more affluent but that is minimal when you take the dropout rate. Every one of the poor white schools and the poor black schools are above that average.

Senator MONDALE. What is the dropout rate?

Dr. CARLE. Eight and one-half percent a year. The highest is 21 in the two percent poorest schools.

Senator MONDALE. What is the highest in the poor white schools?

Dr. CARLE. Twenty-one percent of the highest poor white, 17 percent in the highest poor black.

Today, as in those earlier times when rural schools were first consolidated, busing is a means to improve the chances young people have of receiving a good education. It is the quality of the education at the end of the bus ride that counts. This act can help assure educational gains for the majority of Americans now in metropolitan centers—but whose grim future as a separated society is one of increased isolation, breakdown, and bankruptcy.

I pray the Congress will assert the moral leadership needed for our time.

Thank you.

Senator MONDALE. Thank you for a most useful statement.

I will turn now to Senator Javits.

Senator JAVITS. We have a very brief time because there is a rollcall.

May I explain to the superintendents, especially to Dr. Franco, from my own State, that I was engaged this morning in other very important business and that is the war powers resolution which I have before the Congress to regulate the power of the President to commit us to war. And otherwise I would have been here all morning.

I have one question. First let me say I join with Senator Mondale in welcoming your testimony. It is very helpful and will buttress us in our efforts. There is no avoiding the congressional need to face the issue and with all the persiflage about busing in the other body when the committee reported out the Emergency School Aid Act it did not inhibit busing because it realized that if it did it would have undermined the whole bill.

I am inordinately proud of Rochester and what it is doing in trying to give our children the best education and finally I would ask you all only one question. Dr. Franco said "which the board ordered implemented to create a racially balanced school."

Education Better in a Desegregated School

Can you see any difference between a racially balanced school and a desegregated school? Why can't we use the semantics which will be the most rather than the least pleasing?

The President has made what I consider to be a highly unwise statement about racially balanced schools as if you are superintendents with a long whip driving little children into a bus in order to get them to some abstract illusion about your concept of education. As experienced professional educators, are you convinced that children can optimally get the right kind of education to be decent, intelligent Americans in desegregated schools? Can we hear from any of you on that?

Dr. Carle. I would concur and feel that the time is long overdue to recognize that a segregated school is inherently unequal. Regardless of how it got that way or the circumstances that exist to argue any other way, it is educationally inferior and it is socially unsound.

Senator Javits. Thank you.

Dr. Brooks. I personally want to applaud you, not only for being here, but because of your record in the past in support of good education and for the welfare of all the people that this is heartening for us in the field to know that we have this type of leadership.

I want to comment in regard to a question that you raised earlier, and Senator Javits referred to this again, is how much better can integrated schools be? Do children, for instance, in integrated schools do better? I think all of us feel that they do. And we need the kind of research that Dr. Franco indicated here.

We need to prove these points and pull together this kind of research and evaluation. We need accountability here rather than just statements of belief.

But may I suggest that if we are going to have the kinds of integrated programs that we need, the quality education that we need, not just whether or not a youngster will do a little better, we are going to have to develop massive inservice programs which get to the point of helping teachers and administrators modify their attitudes and beliefs and behaviors in working with young people. And unfortunately there is no easy answer to this. It takes a long time even when people want to change their behavior to bring about consistent change in behavior and it seems again to me that if nothing else the research that we had and the evaluation of our ESEA programs for fifth graders, for 5-year-olds, and even 4-year-olds, point up that we need to begin earlier than this, and if we are going to have integrated schools it is even more imperative that we develop universal, early childhood development programs that begin with age 2, 3, 4, and lead these youngsters into systematically educational programs that will not have the problems that we have today even when people want to inquire to create the kind of educational program that you want.

But young people have to have some experiences upon which to build in a formal school program.

Senator Javits. Can you give us one word because we only have 5 minutes before the rollcall ends.

Dr. Franco. For 5 years I worked as director of Project BEACON which was a compensatory education program and I was working with segregated schools in trying to upgrade the educational experience of the youngsters. It did not succeed as well as the other projects that we had in the city school district in which we had integrated schools, massive compensatory programs.

Senator **Mondale**. Thank you so much for a most useful contribution.

As you know, Senator Javits and I fought very hard for a massive preschool education program which was adopted by the Senate by an impressive margin. So I agree very strongly with that point.

Secondly, I agree very strongly that teacher attitudes and community attitudes have to be dealt with not just as a fiscal problem. I saw some studies in one desegregated school system in California which showed that the black children were doing as well or better in the integrated schools as they were in the all-black schools but they were getting lower grades—we were giving them less for doing more. What that must do to their self-image is devastating. The superintendent told me he thought it was the result of racial attitudes of the teachers.

I must go vote for peace now.

Thank you very much.

The committee is in recess, subject to the call of the Chair.

(Whereupon, at 12:45 p.m., the Select Committee was recessed, to reconvene at the call of the Chair.)

APPENDIXES

Appendix 1

MATERIAL SUBMITTED BY THE WITNESSES

FROM DR. RAYMOND O. SHELTON

BIOGRAPHICAL SKETCH

RAYMOND O. SHELTON

Present Position (since July 1, 1967): Superintendent of Schools for Hillsborough County, Florida, County Courthouse, Room 288. Mailing Address: P.O. Box 3408, Tampa, Florida 33601.

Native of Missouri: B.A., B.S. and M.A. Degrees from Northeast Missouri State College, Ph. D. Degree in Education from the University of Iowa.

Began teaching in 1948 (history, Latin, economics, English and literature).

Served in U.S. Air Force for thirty-two months during the Korean conflict.

Teacher and School Administrator in Iowa communities from 1948 to 1960.

Assistant Superintendent for Business Services of the Omaha (Nebr.) Public School System, 1960–1967.

Professional activities

Member, American Association of School Administrators.

Member, Task Force on Structure of National Academy for School Executives, AASA.

Life member of National Education Association.

Member, Association of School Business Officials of United States and Canada.

Florida Association of District School Superintendents.

Life member of Nebraska PTA.

State Advisory Council on Vocational Education (Florida) (1969–now).

State Academy Leader for National Academy for School Executives, AASA (1970).

Civic and service activities

Member, board of trustees, University Community Hospital, Tampa.

Member, Downtown Tampa Kiwanis Club.

Member, board of directors, YMCA of Tampa.

Member, Greater Tampa Chamber of Commerce (Committee on Taxation, Education, State and Local Affairs).

Member, Fellowship of Christian Athletes.

Member, Masonic Lodge.

Member, board of directors, Greater Tampa Citizens Safety Council.

Member, board of directors, United Fund of Greater Tampa, 1970–now.

Member, executive committee of Gulf Ridge Council (Boy Scouts), 1969–present.

Tampa Sales and Marketing Executive Top Management Award for 1969.

Member, board of directors, Tampa chapter, National Football Foundation and Hall of Fame, began September 1971.

Recreational interest: Golf.

Family:

Wife, Jane, is former schoolteacher; son, Mark, student at University of Richmond (sophomore, 1971–72); daughter, Gina, student at Chamberlain High school (junior, 1971–72).

[From The Washington Post, Sept. 5, 1971]

VOICES FROM THE SOUTH: MR. SHELTON, THE SUPERINTENDENT OF SCHOOLS

(The following has been excerpted from remarks made before a Hillsborough County, Fla., teachers conference by Raymond O. Shelton and E. L. Bing, a white school superintendent and a black school official in Hillsborough County where a new busing plan has gone into effect this term.)

The 1971–72 school year in Hillsborough County, on the negative side, could be some of the following. It could be called the year of total desegregation. It could be called the year of the schoolbus. It could be called the year of the boycott, or the demonstration, or the riots, or the forms of violence that are hurting, damaging, our children.

Now there is little question in my mind that 1971–72 will be an unusual year. In all probability, will be an historic year, a year we will not forget.

1971–72 will be talked about for many years to come, and undoubtedly will be cited in the history books; Tampa and Hillsborough County will be alongside that date, in our history books. I hope, and I believe that—years from now—as we look back, we'll remember 1971–72 as a year of some turmoil, yes, but also as a year that yielded from the turmoil and possible revolution, positive progress for solving some of the problems of mankind.

Whatever history records for 1971–72, it will pass. School will open on August 30, 1971, and it will close, on schedule. Pupils will be bused. Problems will be met, and they will be solved. The solutions may not be universally accepted, and this will create other problems, but they also will be solved.

1971–72 could be "The Year of the Great Sorrow." We all could feel very sorry for ourselves, right now. We could nearly be consumed with self-pity, if we allowed it.

We could pity and feel sorry for ourselves all year for what the courts have done to us. We have a natural scapegoat for everything that goes wrong. Every discipline problem, every learning or teaching failure, every foulup in transportation, every student who drops out, every deadline that is missed.

But we cannot afford such escapism. The board cannot, and has not; I cannot, and you cannot, and certainly our children cannot.

We must lend each other a hand. In doing so, we must realize we are committing ourselves to an arduous assignment.

But, hasn't it always been so? Rarely can any group of people have much choice in the problems that the forces of history throw in its lap.

People do have a choice, however, as to how they face those problems. As educators, we really have only one choice—the choice to accept the difficulties created by progress, if you want to call it progress, and to push on to more progress.

The mood of discouragement continually celebrated by some, can lead the rest of us to underestimate the distance we have already traveled toward a better society.

We do not yet have a perfect world. But I maintain that today we are closer to having a just society than ever before, and that our frustrations today will make the years to come more manageable for our pupils.

MR. BING, THE DIRECTOR OF SPECIAL PROJECTS:

As we studied this court order, there were a number of significant, very outstanding things about it. One was that the judge sent about 45 to 60 mimeographed pages giving the history of the case.

This case dated back some 13 years, and the school board, at this particular point had, really had, exhausted all of its resources in trying to maintain what the school board thought were the wishes or the desires of this community.

The two outstanding things that stood out, were that the judge ordered that we had to dismantle the black schools—that we could not have any black schools.

Second, the judge mandated, or strongly suggested, that the most appropriate or acceptable plan to him would be one in which the racial composition of the various grade levels were reflected in each of the classrooms, in each of the schools.

Therefore, he suggested a black-white ratio at the elementary level of 79 percent white, 21 black. At the junior high school, 80 percent white, 20 percent black. At the senior high, 86 percent white to 14 percent black.

Finally, the board accepted the recommendation of the citizens committee and submitted the plan on to the court, and the judge accepted the plan on July 2.

Now, I would like to, at this particular point, make a few comments about the plan as I see it.

First, I would like to say that the plan is here to stay. I don't see how we can change the plan. The only way I can see how to change the plan is with a constitutional amendment.

And, it is my personal opinion that the South will never be able to muster enough strength to get this passed.

(In) time, and I like to make predictions, there will be a constitutional amendment against busing, but it will only come after the South has been completely desegregated, because it is my opinion the North will never desegregate to a tune that the South has desegregated.

And the Northern politicians then will form a coalition with the Southern politicians and then we will get the constitutional amendment against busing.

But, by then the South will have already integrated, and I predict that, by that time we would so love the unitary school system, we will be able to instill quality education, we will reduce the cost of education because of the unitary aspects that we won't want to go back to a dual system . . .

To the white community, I would say that you got a "good deal, you came out real well." The plan really is an appeasement to the white majority.

If this plan had been developed in Nigeria or Kenya or the Congo, then the black majority probably would have gotten the appeasement. It so happens that it was developed in an area where the whites are in the majority and it is an appeasement plan—no question about that.

The white community maintains its neighborhood schools for the first 5 years, no question about that. Some whites will leave their community for only 1 year. And, at the most, the whites will leave their communities just for 2 years—the sixth and seventh years.

And in every school there will be a white majority of students, to the tune of 80 percent whites, roughly, to 20 percent blacks.

And in every school there will be a white majority of teachers—roughly 82 percent white and 18 percent black.

However, it provides an opportunity for white children to learn and to understand low-income whites and blacks and other minorities, for these are the people they will live with and work with, in the real world.

To the black community, I would say:

Yes, black children will leave their community for 10 of the 12 years of school attendance.

Yes, we lost two black high schools.

Yes, there will be no schools where the black students are in the majority.

Yes, there will be no school with a black teacher majority.

And yes, there will be no all-black schools.

However, there are schools in the black community. There were no schools closed (because of desegregation), and this is what makes this plan different, because in most (desegregated) school districts, the common and most practical thing to do was to close the black schools—then you would not have to transport the white students into the black community.

There is no loss of black personnel. In fact, there is an increase in black personnel, an increase in black administrators.

For this coming school year, we actually have more black principals this year than we had last year. There will be more black deans this year than we had last year. This is another factor which makes this plan much different than other plans.

Blacks did not suffer, personnel-wise. They did not suffer any closing of schools in their neighborhoods. Only the complexion of the schools in their neighborhoods changed.

It is high time, I think, for the so-called black leaders to stop their exploitation of black children, to stop playing with the lives and the futures of the black community's most prized and cherished possession—the black child.

Let that black child learn to compete—not just against black children, but against the people he will have to compete against in life.

Let him learn to compete as early in his childhood as possible. This is the only way the blacks can move honorably into the mainstream of American society.

Now, however, we have had for several generations, all-black schools with all-black principals, and I was one of those black principals, with all-black teaching staffs.

Remarkable as our successes were, and there were many, we were not able to close the academic gap that existed between the achievement levels of white students and black students . . .

I, personally, firmly believe that the black child is better off in this integrated setting provided in this plan. If any time I find this is not true, I will be the first to acknowledge it and apply all of my energies to undo this situation . . .

Finally, to the black community, I would say this, and I am not being facetious. If Governor Wallace is against integration, if Governor Wallace is against busing, then I, as a black man, have to be for it, because it must be good if he is against it.

FROM DR. ELBERT D. BROOKS

STATISTICAL DATA NASHVILLE-DAVIDSON COUNTY PUBLIC SCHOOLS, OCT. 6, 1971

Projected enrollment for 1971–72	96, 000
Actual enrollment as of Oct. 1, 1971	87, 000
Number of students bused 1970–71	34, 000
Number of students projected for busing 1971–72	49, 000
Number of students zoned to new schools	28, 000
Average distance students are bused (miles)	6½
Greatest distance students are bused (miles)	15
Average time in transit for students (minutes)	35
Greatest time in transit for students (minutes)	90
Number of schools in operation	141
Number of schools with more than 15 percent black students	110
Number of schools with majority black students (10 schools have at least 50 percent but not more than 71 percent black enrollment)	10
Number of schools with 100 percent white students	3
Percentage of total budget financed by—	
Local government, $38,422,939	54. 8
State government, $23,756,201	33. 9
Federal Government, $7,923,740	11. 3
Per pupil expenditure, 1970–71	$663. 12
Per pupil expenditure, 1971–72	$729. 32
Operating costs for transportation, 1970–71	$1, 560, 854
Operating costs for transportation, 1971–72	$2, 004, 228
Estimated operational costs for additional busing (not budgeted)	$700, 000
Property tax rate for Nashville, 1971–72:	
General service district:	
General fund	1. 71
Schools	2. 08
Debt service	. 32
Total	4. 11
Urban service district:	
General fund	1. 60
Debt service	. 29
Total	1. 89

Grant total $6 per $100 assessed valuation (70 cents increase over 1970–71.)

IN THE UNITED STATES DISTRICT COURT FOR THE
MIDDLE DISTRICT OF TENNESSEE
NASHVILLE DIVISION

ROBERT W. KELLEY, et al.)
HENRY C. MAXWELL, JR., et al.)
)
vs.) CIVIL ACTIONS NO. 2094, 2956
)
METROPOLITAN COUNTY BOARD OF)
EDUCATION OF NASHVILLE AND)
DAVIDSON COUNTY, TENNESSEE,)
et al.)

MEMORANDUM OPINION

HISTORY OF LITIGATION

The original action seeking school desegregation of the Nashville school system was filed in September, 1955.[1] Finally, on July 16, 1970, after the gradual evolvement of the present status of the law, this United States District Court, speaking through the Honorable William E. Miller, held that the local school board had not met its affirmative duty to abolish the dual school system in three categories: pupil integration, faculty integration, and site selection for school construction. Kelley v. Metropolitan County Board of Education, 317 F. Supp. 980 (M.D. Tenn. 1970). The approval and implementation of a plan to correct the adjudicated wrongs was delayed until the Sixth Circuit Court of Appeals ordered immediate hearings for that purpose.

BACKGROUND DATA

The Metropolitan school system consists of three divisions. The elementary schools accommodate students from kindergarten through the sixth grade. Junior high accommodates grades seven through nine. Senior high consists of grades nine through twelve.

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[1] Reference to the separate and later consolidated actions regarding the City of Nashville and Davidson County systems is omitted for brevity.

In the 1970-71 school year a total of 94,170 students attended the Metropolitan schools. Of this number, 33,485 were transported by the Metropolitan school system. Of the total transported, less than 4,000 were black and approximately 30,000 were white.

One hundred forty-one schools were operated in the Metropolitan school system during the 1970-71 school year. The racial breakdown of the students was:

black ------------- 23,533
white ------------- 71,754
other ------------- 237

The percentage breakdown was:

black ------------- 24.63%
white ------------- 75.12%
other ------------- .25%

PLANS SUBMITTED FOR COURT APPROVAL

School Board Plan

The Board of Education submitted a plan for pupil integration in August, 1970. Included in this plan was a policy statement that the school board "accepts as an ideal student racial ratio of an integrated school as one which is 15% to 35% black."[2]

The August, 1970 plan made 49 minor geographic zone changes, and provided for the transportation of an additional 1162 pupils.[3] The result of the plan was to leave the elementary schools significantly unchanged. Six of the 38 high schools and junior high schools would remain at least 50 per cent black. Fifty-seven per cent of the black high school and junior high school students would attend these six schools. The racial composition of two schools would be at least 95 per cent black and four other schools would be at least 90 per cent black. This would result in 47 per cent of the black students attending schools where the composition would be above 90 per cent black. Eight schools, accommodating 20 per cent of the black students, would operate with 15-35 per cent black students. Fifteen schools would operate with 95 per cent or above white students.

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[2] The testimony of expert witnesses indicates that the accepted and satisfactory norm is a range from 10 per cent below to 10 per cent above the percentage of black students enrolled in a school system.

[3] McGavock, a recently erected high school, was not included in the August, 1970 plan.

On the last day of the hearings, which were held on several days over a three-month period, the school board submitted an amendment providing for the selection of students for McGavock School by pairing.

Plaintiffs' Plan

Elementary Schools. Plaintiffs, through clustering and pairing, using both contiguous and non-contiguous zoning, proposed to effect in most elementary schools, through two alternate plans, a mathematical ratio in the range of 15-35 per cent black. Plan I would require the transportation of 25,500 elementary students, and Plan II would require the transportation of 27,000 pupils. Eighty-two of 100 schools would fall within the ideal ratio under Plan I, while under Plan II, 91 schools would attain the indicated ratio.

Secondary Schools. A model was submitted which included sectoring, clustering and pairing to attempt to attain 15-35 per cent black in the junior and senior high schools. In both the elementary and secondary school plans there is not a satisfactory description of grade organization, structuring of the schools, the assignment of the pupils, or definite zone description. The plans propose the mathematical result indicated, but delegate to the school board the actual assignment of pupils and implementation of the plan.

HEW Plan A as amended[4].

At the request of the Court, the Department of Health, Education and Welfare submitted a plan with two alternates. The principal plan was designated as Plan A. This plan incorporates geographic zone changes, clustering, pairing (both contiguous and non-contiguous), and grade restructuring.

Elementary Schools. Five schools would be closed.[5] Seventy-four schools would have a racial percentage of 16-41 per cent black. Twenty-two schools which are located in the far reaches of the county would have a racial percentage of 0-11 per cent black. Three of those 22 would have no blacks. Under Plan A there would be no elementary school in the system with a black student enrollment of more than 41 per cent. Fifty-nine per cent of the black students in the system would attend schools with a black student enrollment of between 35 and 41 per cent. Three per cent of the black students in the system would attend schools with a black student enrollment of less than 15 per cent. Twenty-four per cent of the total number of white students in the system would attend schools in which black enrollment is less than 5 per cent. One per cent of the total black student enrollment in 16 schools, or 125 students, would be enrolled in schools with less than 5 per cent black student enrollment.

Under this plan, approximately 22,000 elementary school students would be eligible for school-provided transportation. This is approximately 10,500 more than the Board transported in 1970-71, and 9,700 more than those who would be transported under the Board's proposed plan. Three thousand five hundred fewer students would be transported under HEW Plan A than under the plaintiffs' Plan I, and some 5,000 fewer than would be transported under plaintiffs' Plan II.

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[4] Adjustments were made to shorten transportation routes, to incorporate the school board plan for McGavock School, and to adjust the student makeup of Pearl High School.

[5] Three of the five schools to be closed are rated unsatisfactory by the consultants hired by the school board. The other two are listed as inadequate.

Junior High Schools. This plan incorporates the school board amendment to the August, 1970 plan. Eighteen of 25 schools would have a racial composition of 20-40 per cent black. Seven schools would have a composition ranging from 0-5 per cent black. These seven schools are in the outer reaches of the county. Some former senior high schools would be changed to junior high schools. Two high schools would be closed.

Senior High Schools. This plan incorporates the school board amendment to the August, 1970 plan. Central High School would be closed. McGavock High School is to be opened. Of the 18 schools, 11 would have 18-44 per cent black. One would have an 11 per cent enrollment of blacks and six would be virtually all white. These all-white schools are located in the outer reaches of the county.

An analysis of the HEW amended plan with regard to the secondary schools reflects that:

(1) no school would operate with more than 44 per cent black;

(2) 29 of the 43 schools would operate within the range of 15-44 per cent black, with one additional school having 11 per cent black;

(3) 13 schools, primarily in the outer reaches of the county, would have 95 per cent or more white;

(4) 67 per cent of the schools, housing 90 per cent of the black students, would operate in the 15-44 per cent black range;

(5) transportation would be required for 26,673 junior and senior high school students; and

(6) including the transportation necessary for McGavock School, 2,838 more secondary pupils would require transportation than were transported in the 1970-71 school year.

OBJECTIVE, TEST, AND METHODS

Objective

> "The objective today remains to eliminate from public schools all vestiges of state-imposed segregation." *Swann* v. *Charlotte-Mecklenburg Board of Education*, ____ U.S. ____, 28 L.Ed.2d 554, 566 (April 20, 1971).

The Supreme Court has stated that "[t]he objective is to dismantle the dual school system," *Swann*, *supra*, at 573, ". . . to eliminate invidious racial distinctions," *Swann*, *supra*, at 568, and ". . . to achieve the greatest possible degree of actual desegregation, taking into account the practicalities of the situation." *Davis* v. *Board of School Commissioners*, ____ U.S. ____, 28 L.Ed.2d 577, 581 (April 20, 1971).

Test

A plan "that promises realistically to work, and promises realistically to work *now*" is required. *Davis*, *supra*, at 581, quoting *Green* v. *County School Board*, 391 U.S. 430 (1968). A plan "is to be judged by its effectiveness." *Swann*, *supra*, at 572; *Davis*, *supra*, at 581. A plan "is not acceptable simply because it appears to be neutral." *Swann*, *supra*, at 573.

Methods to Accomplish Objective

The following methods have been acknowledged by the United States Supreme Court: (1) restructuring of attendance zones, both contiguous and non-contiguous; (2) restructuring of schools; (3) transportation; (4) sectoring; (5) non-discriminatory assignment of pupils; (6) majority to minority transfer; and (7) clustering, grouping and pairing. *Swann*, *supra*; *Davis*, *supra*.

DISCUSSION OF PLANS SUBMITTED

The pupil integration plan submitted by the school board, viewed in the most favorable light, constitutes mere tinkering with attendance zones, and represents only a token effort. It clearly falls short of meeting the objectives and tests set out in the decisions of the United States Supreme Court. Swann v. Charlotte-Mecklenburg Board of Education, supra; Davis v. Board of School Commissioners, supra; Green v. County School Board, 391 U.S. 430 (1968). In effect, the defendant has made no effort to meet its affirmative duty to establish a unitary school system "in which racial discrimination would be eliminated root and branch."[6] Green v. County School Board, supra, at 437-38; quoted in McDaniel v. Barresi, ____ U.S. ____, 28 L.Ed.2d 582, 585 (April 20, 1971).

Since the defendants have, in effect, failed to submit a constitutionally sufficient plan, the Court must examine the other plans. The plaintiffs' plans as to elementary schools are adequate in one respect. Under Plan I, 82 out of 100 schools would be within the indicated range of 15-35 per cent black which was set by the school board. Plan II would satisfy this standard in 91 out of 100 schools. This plan, however, has two features which are objectionable to the Court. The first is that actual assignment of students, i.e., the locations from which they come, is left to the school board. The historical reluctance by the school board to solve this problem instills a lack of confidence in their implementation of this aspect without close supervision. The second objection is that some schools in the outer reaches of the county are included. The Court finds that costs and other problems incident to transportation make this feature of plaintiffs' plan impractical and not feasible.

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[6] Based on defendants' school statistics for 1969-70, the student enrollment was 95,789. The total majority to minority re-zoned under this plan is:

Elementary		
whites gained in black schools	301	
blacks gained in white schools	457	
	758	majority to minority transfer in elementary
Junior High		
whites gained in black schools	430	
blacks gained in white schools	400	
	830	majority to minority transfer in junior high
Senior High		
whites gained in black schools	73	
blacks gained in white schools	735	
	808	majority to minority transfer in senior high

Each and every school is not required to be integrated. The test is a unitary school system. Swann, supra. The practicality and feasibility of a plan is a material consideration. Swann, supra.

The cost of the transportation of students and the unnecessary disruption of the students are proper considerations. The Court finds that distance and transportation difficulties make the integration of these schools highly impractical.

Plaintiffs' plan for the desegregation of secondary schools, as in their elementary plan, was a model using sectoring, zoning (contiguous and non-contiguous), and pairing to accomplish the indicated racial balance. In neither the elementary plan nor the secondary model is there a description of grade organization, structuring of the schools, the assignment of pupils, or proper description of zoning. For the reasons set forth as to the elementary school programs, the secondary school plan of the plaintiffs is rejected.

The plans of the plaintiffs and defendants being rejected for the reasons stated, the HEW plan is the only realistic plan remaining before the Court. As a result of the evidence produced at the hearing, the HEW plan was amended to effect the following changes:

(1) adjustment of the black percentage at North High School from 65 per cent black to 44 per cent black, and the reduction at Pearl High School to 33 per cent black, with corresponding adjustments in Stratford, Maplewood, and other schools;

(2) shortening the time of transportation of certain pupils; and

(3) incorporation of the McGavock High School phase of the defendants' amended plan.

On the last day of the hearings the defendants presented an amendment to its August, 1970 plan. This amendment provided that McGavock would be a comprehensive high school serving an area where several junior high schools are located. Although this amendment applied only to a small sector of the secondary school system, it reflected the beginning of an awareness by the defendants of their affirmative constitutional responsibility. The defendants indicate a desire to make similar proposals in the future, which desire the Court wishes to encourage. If the Board of Education had genuinely wished to establish a unitary school system, it had available to it the superior resources and assistance to do so.

The realistic and effective approach of the defendants to the McGavock School area was incorporated as an amendment to the HEW plan, despite the fact that it requires more transportation, over longer distances, than was required by the original HEW plan. The Court feels that where administrative goals can be satisfied without hampering the constitutional objectives to be accomplished, such goals should control.

ACTION OF THE COURT

The Court hereby adopts the HEW Plan A as to elementary schools. This plan utilizes all of the methods previously enumerated. The map showing the geographic zones is on file with the clerk. This map also reflects the zoning, pairing and clustering to be employed. The charts appearing at pages 34 through 41 of the HEW plan, as filed with the clerk, are adopted as a part of said plan and will be followed in the implementation thereof.

Simultaneously with this Memorandum Opinion, the Court has filed maps showing the geographic zones of the junior and senior high schools. Likewise, charts are filed titled Table 1, Senior High Schools, and Table 2, Junior High Schools. These charts will be followed in the implementation of the plan.

In the implementation of the plans, the transparent maps can be placed as overlays on the student locator map. Thus the geographic boundaries of the zones become clear. In effect, the

Court is providing the defendant school board a map overlay for each of the grade divisions, namely the elementary schools, the junior high schools, and the senior high schools. These overlays indicate grade and school groupings, where such are made, and approximate areas for attendance. Accompanying tables show the approximate numbers of pupils involved. The responsibility for determining the precise boundary lines is placed upon the defendant Board of Education. A written description of such boundaries, together with tables showing approximate numbers of pupils by race in each school, shall be filed with this Court by August 1, 1971. The defendant Board of Education may make minor alterations in boundaries provided such alterations do not lessen the degree of desegregation in the plan ordered by the Court.

The Court is aware that the cost of implementing any plan is a major concern. Much proof was introduced as to the financial impact of any plan which requires transportation. Since the defendants have consistently transported large numbers of students to promote segregation, some adjustment must be made to reverse this unconstitutional practice. Practical solutions are available, such as the multiple use of buses, staggered hours for school opening, and staggered hours for individual grades.

> "We do not read Swann and Davis as requiring the District Court to order the Board to provide extensive transporation of pupils to schools all over the city, regardless of distances involved, in order to establish a fixed ratio in each school." Northcross v. Board of Education, Civil Nos. 20,533, 20,539 (6th Cir. filed June 7, 1971).

This order does not contemplate cross-transportation of pupils within a grade level in implementation of this order. If such crossing occurs, the Board may make minor adjustments in zones or may make application to the Court for reconsideration of the zones. It is further contemplated that the transportation routes in the plan implemented by this order permit uninterrupted transportation of children from home pickup points to and from the school attended. This is not to preclude the Board, in the exercise of administrative discretion and consideration of transportation economics, from establishing transfer routing and collection points.

The Court is aware that some "all-white" schools remain in the outlying areas of the county. However, based upon practical considerations, common sense and judgment dictate that they should not be integrated. Integration of those particular schools would not be feasible, both from a distance and a cost standpoint. However, to prevent the use of these schools as an avenue of resegregation, certain restrictions on their use will be hereinafter set forth.

SPECIAL PROVISIONS

Majority to Minority Transfer Policy

After this plan is implemented, there will be no schools which have a majority of black students. Because of population changes or other circumstances, however, this situation might occur in the future. Therefore, the following policy shall be a part of the plan to be implemented.

Whenever there shall exist schools containing a majority of black students, this school board shall permit a student (black or white) attending a school in which his race is the majority to choose to attend the closest school where his race is a minority. The Board of Education will provide all such transferring students free transportation and will make space available in the school to which he desires to move. The Board will notify all students of the availability of such transfers.

Faculty Integration

On July 16, 1970, Judge Miller in this case stated:

> "It is well recognized that faculty and staff integration is 'an important aspect of the basic task of achieving a public school system wholly free from racial discrimination.' United States v. Montgomery County Board of Education, 395 U.S. 225, 89 S.Ct. 1670, 23 L.Ed.2d 263 (1969); *see* Bradley v. School Board of City of Richmond, 382 U.S. 103, 86 S.Ct. 224, 15 L.Ed.2d 187 (1965). In order to implement this mandate, the Court concludes that in the instant case faculties must be fully integrated so that the ratio of black and white

> faculty members of each school shall be approximately the same as the ratio of black to white teachers in the system as a whole. Robinson v. Shelby County Board of Education, supra; Nesbit v. Statesville City Board of Education, 418 F.2d 1040 (4th Cir. 1969); Stanley v. Darlington County School District and Whittenberg v. Greenville County School District, 424 F.2d 195 (4th Cir. 1970); Pate v. Dade County School Board, 307 F. Supp. 1288 (S.D. Fla. 1969); contra, Deal v. Cincinnati Board of Education, supra. But see Goss v. Board of Education of the City of Knoxville, 406 F.2d 1183 (6th Cir. 1969)." Kelley v. Metropolitan County Board of Education, supra, at 991.

* * *

> "It is the conclusion of the Court that the present policy of faculty desegregation applied by defendant is constitutionally inadequate. That policy must be altered to comply with the standards set forth above. A similar policy also must be applied to all other personnel employed by defendant school board." Kelley v. Metropolitan County Board of Education, supra, at 992.

The court-required ratio for teachers in each school was fixed at that time to be 80 per cent white to 20 per cent black. Approximately 94 schools are not currently operating at this ratio. In most schools, this ratio could be accomplished by moving one or two teachers. Upon the implementation of the plan presently adopted by the Court, there should be no difficulty in meeting the court order of 1970. Therefore, the defendants are required to effect said ratios for the next school year beginning on or about September 1, 1971.

The school board shall immediately announce and implement the following policies:

> 1. The principals, teachers, teacher-aides, and other staff who work directly with children at a school shall be so assigned that in no case will the racial composition of a staff indicate that a school is intended for black students or white students. The school board shall, to the extent necessary to carry out this desegregation plan, direct members of its staff to accept new assignments as a condition to continued employment.
>
> 2. Staff members who work directly with children, and professional staff who work on the administrative level will be hired, assigned, promoted, paid, demoted, dismissed, and otherwise treated without regard to race, color, or national origin.

3. If there is to be a reduction in the number of principals, teachers, teacher-aides, or other professional staff employed by the school system which will result in a dismissal or demotion of any such staff members, the staff member to be dismissed or demoted must be selected on the basis of objective and reasonable non-discriminatory standards from among all the staff of the school system. In addition, if there is any such dismissal or demotion, no staff vacancy may be filled through recruitment of a person of a race, color, or national origin different from that of the individual dismissed or demoted, until each displaced staff member who is qualified has had an opportunity to fill the vacancy and has failed to accept an offer to do so.

Prior to such a reduction, the school board will develop or require the development of nonracial objective criteria to be used in selecting the staff member who is to be dismissed or demoted. These criteria shall be available for public inspection and shall be retained by the school board. The school board also shall record and preserve the evaluation of staff members under the criteria. Such evaluation shall be made available upon request to the dismissed or demoted employee.

"Demotion" as used above includes any reassignment (1) under which the staff member receives less pay or has less responsibility than under the assignment he held previously, (2) which requires a lesser degree of skill than did the assignment he held previously, or (3) under which the staff member is asked to teach a subject or grade other than one for which he is certified or for which he has had substantial experience within a reasonably current period. In general, depending upon the subject matter involved, five years is such a reasonable period.

Construction, Renovation and Location of Schools

On July 16, 1970, the United States District Court stated:

> "The constitutional requirement of desegregation also finds application in the area of construction, renovation, and location of schools. School boards are required consciously to plan school construction and site location so as to prevent the reinforcement or recurrence of a dual educational system. See, e.g., Felder v. Harnett County Board of Education, 409 F.2d 1070 (4th Cir. 1969); Swann v. Charlotte-Mecklenburg Board of Education, 306 F. Supp. 1291, 1299 (W.D. N.C. 1969); Pate v. Dade County School Board, 307 F. Supp. 1288 (S.D. Fla. 1969). Courts may properly restrain construction and other changes in the location or capacity of school properties until a showing is made that such changes will promote rather than frustrate the establishment of a unitary school system. This Court in the past has stated that school boards may be enjoined from planning, locating or constructing new schools or additions to existing schools in such manner

as to conform to racial residential patterns or to encourage or support the growth of racial segregation in residential patterns. Such operations, rather, are to be conducted 'in such manner as to affirmatively promote and provide for both the present and future an equitable distribution of racial elements in the population of each School System.' Sloan v. Tenth School District of Wilson County, Civ. No. 3107 (M.D. Tenn., Oct. 16, 1969).

"Looking to the facts of the instant case, it becomes apparent that defendant's decisions on the site selection and construction of its newest schools were not designed to promote desegregation. Since 1963, defendant has built four new elementary schools (Dodson, Granberry, Lake View, and Paragon Mills), eight new junior high schools (Apollo, Bass, Ewing Park, McMurray, John T. Moore, Neely's Bend, Rose Park, and Wright) and one new high school (Dupont). Of these 13 schools, Rose Park, with an enrollment of 527 black students and 11 white students, is virtually all-Negro. The remaining twelve schools, however, are, on the average, 97% white, with none having a black enrollment as high as 10%. Three elementary schools (Cora Howe, Fall-Hamilton, and H. G. Hill) and one high school (McGavock) are currently under construction. Enrollment estimates indicate that all of these schools will be predominantly white.

"Seven elementary schools, two high schools, and one school for the physically handicapped are currently in the planning stage. The two high schools are being planned for predominantly black residential areas, thereby assuring predominantly black student bodies. Five of the seven elementary schools are to be constructed in virtually all-white residential areas, while the remaining two are projected for location in all-black or predominantly black residential areas. Thus, from the foregoing, it is apparent to the Court that defendant must consider making substantial alterations in its school construction policies in order to comply with constitutional requirements.

"The Court is of the opinion that the following course of action must be taken by defendant. First, those new schools on which construction work was actually in progress as of November 6, 1969,[13] may be completed. Though this action may not produce an ideal result in light of the goal of integration, it will prevent unnecessary economic waste. Also, since, these new schools will be subject to the same zoning policies prescribed above, their segregative influences should be lessened. Second, in instances where actual construction had not begun as of November 6, 1969, defendant must revise its plans where necessary in relation to these proposed schools so as to find a location that will maximize student integration. Finally, in the future all construction plans as well as plans for closure of old schools must be governed by the principles stated herein. The purpose of the Court in making such a requirement is to insure that such plans will serve the purpose of establishing a unitary school system. *See* Sloan v. Tenth School District of Wilson County, *supra*." (Footnote omitted.) *Kelley*, *supra*, at 992-93.

"[13] This is the date of the Temporary Restraining Order issued by this Court to enjoin defendant from further construction, expansion, or closure of schools pending the outcome of this suit."

New Construction. The Board has proposed for approval the erection of two comprehensive senior high schools, one in the Joelton school area, and the other in the Goodlettsville area.

In connection with future planning, the Board employed a team of consultants to evaluate the existing school structures and to project the location of new structures. Prior to the submission of these recommendations, the Court requested, and two administrators of the Board located on a map, the ideal locations for comprehensive schools. When the team of consultants later made its report, their projections generally agreed with those of the school administrators. They found that new comprehensive schools should be located in the general area of the proposed inner-city expressway loop known generally as "Briley Parkway." The reason for this agreement is obvious when the pupil locator map is examined. Briley Parkway is generally the divider between the inner-city pupils and the outer-county pupils. It is roughly the halfway division. By the establishment of schools in this area, the integration of schools would be effected naturally and thereby minimize transportation.

Therefore, the Court finds that the erection of a comprehensive school in the Joelton area, with geographic zones drawn in accordance with the testimony in court, will maximize student integration. Upon submission of proper zoning and pupil assignment, this construction will be approved.

The proposed Goodlettsville school, a comprehensive high school, is located in an all-white community and is not located near the dividing line between inner-city population and outer-county population. By referring to the pupil locator map, it clearly appears that the erection of this school would tend to promote segregation. Thus the erection of this school in its proposed location is hereby enjoined. If the Board desires to establish another comprehensive high school, subsequent court approval may be obtained by submitting an appropriate location and proper geographic zones, which will achieve and perpetuate integration.

Another proposal is the erection of a school for the physically handicapped at 2500 Fairfax Avenue. This facility is to be erected near Vanderbilt University. The availability of professional services from Vanderbilt University and Vanderbilt Hospital is stressed. The plaintiffs assert that said project should be located in a "halfway" position between Vanderbilt University, Meharry Medical College, and Fisk University.

The Court feels that the facility will have little, if any, effect on achieving a unitary school system. This Court will not substitute its judgment for that of the Board, and the Board's proposal is approved.

Additions and Renovations. An application has been made for permission to acquire additional property for Hillsboro School so as to transform Hillsboro into a comprehensive high school. This application is denied for the same reasons that the Goodlettsville school was not approved.

Portable classrooms, referred to generally as "portables," have been used by the Board to house students in schools which were all-white or had received only token integration when there were vacant rooms in predominantly black schools. In effect, portables have been used to maintain segregation. In the future, portables shall be used only to achieve integration and the Board is hereby so enjoined.

In the plan adopted by the Court, certain schools in the outlying areas of the school district remain virtually all white. By reason of the past conduct of the Board, the Court hereby sets forth the following restrictions to prevent these schools from becoming vehicles of resegregation. It is ordered that the schools, which have less than 15 per cent black pupils after the implementation of the plan, shall not be enlarged either by construction or by portables, and shall not be renovated without prior court approval. Furthermore, no additional schools shall be erected without prior court approval.

By making the above restrictions, this Court does not imply that it will make "year-by-year adjustments of the racial composition of student bodies once the affirmative duty to desegregate has been accomplished and racial discrimination through official action is eliminated from the system." Swann, supra, at 575.

The parties will draw and submit an order to the Court within fifteen (15) days. However, without said order this Memorandum Opinion is self-executing and must be implemented for the school year beginning on or about September 1, 1971. The Court will retain jurisdiction of this case. No stay will be granted by this Court. Swann, supra, at 570; United States v. Board of Public Instruction, 395 F.2d 66 (5th Cir. 1968); Brewer v. School Board, 397 F.2d 37 (4th Cir. 1968).

United States District Judge

DESEGREGATION PLAN

METROPOLITAN NASHVILLE
AND
DAVIDSON COUNTY SCHOOL SYSTEM

June 1, 1971

BY THE
DIVISION OF EQUAL EDUCATIONAL OPPORTUNITIES
UNITED STATES OFFICE OF EDUCATION
ATLANTA, GEORGIA

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I.

BACKGROUND

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METROPOLITAN NASHVILLE AND DAVIDSON COUNTY SCHOOL SYSTEM

BACKGROUND

On April 2, 1971, the Honorable L. Clure Morton, United States District Judge, Middle District of Tennessee, requested Doctor John Lovegrove, Senior Program Officer, United States Office of Education, Regional Office, Atlanta, Georgia to provide services in furnishing the court pertinent information including but not limited to the following:

1. Such analysis as are proper under the circumstances, both of the circumstances that exist in Nashville with reference to the school integration problem and the analysis of the plan presented by the Metropolitan School Board and the plaintiffs for integration.

2. The best practical plan or plans that can be suggested in connection with the school integration problem.

3. Such summary as may be helpful in the ultimate determination of the issues in this case.

Pursuant to the above request and acting in compliance with a Court Order dated April 14, 1971 and amended May 6, 1971 issued in connection with Civil Actions No. 2094 and 2956 (Robert W. Kelley and Henry C. Maxwell, Jr., et al. vs Metropolitan County Board of Education of Nashville and Davidson County, Tennessee, et al.), the following, hereafter referred to as THE TEAM, were assigned the responsibility of carrying out the directives of the Court. Mr. Tom Grant, United States Office of Education, Regional Office Atlanta, Doctor Joe Hall, University of Miami, Doctor Everett Myer, University of Tennessee, Doctor Leonard McCullough, Mississippi State University.

Specific directives set forth in the Court Order were as follows:

1. It is therefore ordered that the Department of Health, Education and Welfare make a study of the proposed plans and make an analysis of the same and furnish said analysis to the Court.

2. It is further ordered that the Department of Health, Education and Welfare make an analysis of the school system in Metropolitan Nashville and submit such recommendations, plans,

alternate plans, or other pertinent recommendations in connection with school integration, including but not limited to faculty, students and facilities, that in its opinion may be helpful to the Court.

3. It is further ordered that a copy of said plans, recommendations and analysis shall, upon further specific order of the Court, be submitted to the plaintiffs and the defendants.

4. It is further ordered that upon request by the Department of Health, Education and Welfare, through its representatives, the defendants will make available to it such documentation, facilities, and transcripts of testimony in its possession which may be in addition to the items presently on file in the United States District Court. (See appendix 1)

II.

PRESENT PLAN

I. ENROLLMENT AND BUILDING INFORMATION

PRESENT PLAN

Introduction

Traditionally, the schools of Nashville and Davidson County have operated under plans which have resulted in separate education of the races. This is evidenced by the fact that school desegregation action has been retained on the U.S. District Court docket since September, 1955.

In July, 1970, the District Court of the U.S. for the Middle District of Tennessee concluded that the school districts' then current policy of attendance zoning did not facilitate a rapid conversion from a dual to a unitary school system. The Court further concluded that the then current zone lines continued segregation in many instances. The Court then directed the School Board to submit a new plan during August of 1970, for implementation with the opening of school in the Fall of 1970.

On August 25, 1970, the Court directed school officials to re-register and assign students for attendance in the schools within the Metropolitan school system which they would normally have attended under the plan which was in existence for the 1969-70 school year. Basically the schools are organized on a 6-3-3 structure; however, this is not standard throughout the system. Table 1 shows the grade structure, capacity and enrollment for each building as of April 16, 1971. This information was furnished by the School Board at the request of the H.E.W. team.

In school year 1970-71, the School Board transported at public expense 11,500 elementary school students and 21,985 secondary school students, out of a total of 94.170 students, K-12, in the system.

PRESENT PLAN - Table 1

PLAN: Metropolitan Board of Education DATE: April 1(

School Name	Inclusive Grades	BUILDING CAPACITY Permanent	BUILDING CAPACITY Temporary	BUILDING CAPACITY TOTAL	PRESENT ENROLLMENT Black	PRESENT ENROLLMENT White	PRESENT ENROLLMENT TOTAL
Allen, Margaret	1-6	480	60	540	41	415	456
Amqui	1-6	570	90	660	3	673	676
Jere Baxter	K-6	690	--	690	55	552	612
Bellshire	K-6	570	--	570	4	451	455
Berry	K-6	420	30	450	16	349	365
Norman Binkley	K-6	720	120	840	2	796	798
Bordeaux	1-6	570	120	690	186	494	680
Brick Church	K-6	630	60	690	3	654	657
Brookmeade	1-6	480	90	570	0	516	516
Buena Vista	K-6	660	--	660	345	104	449
Burton	K-6	540	--	540	4	378	382
Caldwell	K-6	930	180	1110	931	101	1034
Carter Lawrence	K-6	1020	--	1020	527		528
Cavert	Sp. Ed.	450	--	450	29	118	147
Chadwell	K-6	480	--	480	20	457	477
Charlotte Park	K-6	780	90	870	1	871	872
Clemons	K-4	630	--	630	361	28	389

PLAN: Metropolitan Board of Education DATE: April 1

School	Inclusive	BUILDING CAPACITY			PRESENT ENROLLMENT		
Name	Grades	Permanent	Temporary	TOTAL	Black	White	TOTAL
Cockrill	K-6	510	--	510	37	339	376
Cole	1-6	720	60	780	13	693	706
Hattie Cotton	K-6	420	--	420	114	315	429
Crieve Hall	K-6	540	--	540	2	495	497
Dalewood	1-6	660	--	660	31	541	572
Dodson (Both Bldgs.)	K-6	600	90	690	53	695	748
Donelson Elem.	K-6	570	--	570	3	427	430
DuPont Elem.	1-6	720	60	780	19	634	653
Eakin Elem.	K-6	570	--	570	25	388	413
John Early	K-6	540	300	840	634	10	644
Elliott	K-6	480	--	480	223	4	227
Fall	Presently leased						
Fall-Hamilton	K-6	480	--	480	60	414	474
Fehr	K-6	360	--	360	261	68	329
Gateway	1-6	300	210	510	2	508	510
Glencliff Elem.	K-6	480	--	480	2	462	464
Glendale	1-6	420	--	420	150	225	375

PLAN EVALUAT

PLAN: Metropolitan Board of Education

DATE: Apr

School	Inclusive	BUILDING CAPACITY			PRESENT ENROLLMENT		
Name	Grades	Permanent	Temporary	TOTAL	Black	White	TOTAL
Glengarry	1-6	360	--	360	0	325	325
Glenn	1-6	540	90	630	339	212	551
Glenview	1-6	600	30	630	4	603	607
Goodlettsville Elem.	K-6	540	--	540	30	520	550
Gower	K-6	300	180	480	27	480	507
Gra-Mar	1-6	420	--	420	26	356	382
Granberry	K-6	660	--	660	37	569	606
Alex Green	K-6	210	90	300	6	307	313
Julia Green	K-6	390	--	390	4	386	390
Ford Greene	K-6	1050	--	1050	774	2	776
Hamilton (Not in use as a pupil attendance center)							
Harpeth Valley	K-6	510	90	600	15	555	570
Haynes	1-6	900	--	900	363	58	421
Haywood	1-6	600	--	600	64	477	541
Head	K-6	1080	--	1080	737	1	738
Hermitage	1-6	720	90	810	0	826	826
Hickman	1-6	660	--	660	2	623	625

PLAN: Metropolitan Board of Education

DATE: April 16

School		Inclusive	BUILDING CAPACITY			PRESENT ENROLLMENT		
er	Name	Grades	ermanent	Temporary	TOTAL	Black	White	TOTAL
	H. G. Hill Elem.	K-6	600	--	600	1	565	566
	Howard	K-9	1530	--	1530	671	110	781
	Cora Howe	K-6	720	--	720	127	474	601
	Inglewood	K-6	690	30	720	404	257	661
	Andrew Jackson	K-6	570	--	570	72	359	431
	Joelton Elem.	1-6	360	30	390	0	398	398
	Johnson	K-6	600	120	720	355	0	355
	Jones Elem.	K-4	480	--	480	307	26	333
	Jordonia Elem.	1-6	210	30	240	84	142	226
	Tom Joy	1-6	690	30	720	126	557	683
	King's Lane	K-6	540	120	660	718	28	746
	Kirkpatrick	1-6	510	30	540	91	457	548
	Lakeview	1-6	540	300	840	24	778	802
	Lockeland	1-6	630	--	630	3	581	584
	McCann	K-6	690	--	690	-	494	494
	McGavock Elem.	1-6	570	30	600	15	553	568
	Moses McKissack	K-6	990	--	990	884	1	885

PLAN: Metropolitan Board of Education DATE: April 16

School	Inclusive	BUILDING CAPACITY			PRESENT ENROLLMENT		
Name	Grades	Permanent	Temporary	TOTAL	Black	White	TOTAL
Dan Mills	K-6	540	--	540	9	484	493
Morny	1-6	330	--	330	0	189	189
Murphy	Special	Education			63	61	124
Murrell	K-6	510	--	510	463	2	465
Mt. View (Not presently used as pupil attendance center)							
Mt. Zeno (Not in use as pupil attendance center)							
Napier	K-6	780	--	780	511	21	532
Neely's Bend Elem.	1-6	480	--	480	39	404	443
Old Center	K-6	540	—	540	1	433	434
Paragon Mills	1-6	720	210	930	1	851	852
Park Ave.	1-6	420	--	420	153	207	360
Parmer	K-8	540	--	540	0	469	469
Pearl Elem.	K-6	480	--	480	360	1	361
Pennington	K-6	600	--	600	4	586	590
Percy Priest	K-6	660	--	660	0	458	458
Providence (Trainable Mentally retarded)		270	--	270	33	73	106
Ransom	1-6	390	--	390	3	355	358

School		Inclusive	BUILDING CAPACITY			PRESENT ENROLLMENT		
er	Name	Grades	Permanent	Temporary	TOTAL	Black	White	TOTAL
	Richland	K-6	510	--	510	7	467	474
	Robertson Academy	1-6	210	--	210	0	174	174
	Rosebank	K-6	600	--	600	5	533	538
	Ross	K-6	330	30	360	89	195	284
	Shwab	1-6	400	--	480	20	459	479
	Stanford	1-6	630	--	630	0	553	553
	Stateland (Not presently used as a pupil attendance center)		210					
	Stokes	K-6	390	--	390	102	261	363
	Stratton	K-6	720	60	780	2	738	740
	Sylvan Park	K-6	660	--	660	13	492	505
	Turner	1-6	630	--	630	34	382	416
	Tusculum	1-6	660	--	660	19	601	620
	Una	K-6	570	60	630	20	623	643
	Union Hill	1-6	130	30	210	0	190	190
	Martha Vaught	K-6	300	60	360	3	381	384
	Wade	1-6	210	30	240	1	173	174
				11				

PLAN: Metropolitan Board of Education

School	Inclusive	BUILDING CAPACITY			PRESENT ENROLLMENT		
Name	Grades	Permanent	Temporary	TOTAL	Black	White	TOTAL
Warner	K-6	1020	--	1020	364	625	989
Waverly-Belmont	5-7	450	--	450	274	13	287
Westmeade	1-6	480	30	510	1	460	461
Wharton	K-9	1590	--	1590	1159	8	1167
Whitsitt	K-6	600	--	600	19	507	526
Woodbine	1-6	390	120	510	0	408	408
Woodmont	K-6	360	--	360	0	343	343
Antioch High	10-12	1161	81	1242	59	1046	1105
Apollo Jr. High	7-9	972	324	1296	57	1496	1553
Bailey Jr. High	7-8	648	--	648	48	448	496
W.A.Bass Jr. High	7-9	783	81	864	20	813	833
Bellevue High	7-12	972	--	972	33	780	813
Cameron High	7-12	1350	--	1350	1144	2	1146
Central High	7-12	1242	--	1242	197	760	957
Cohn High	9-12	1215	--	1215	47	804	851
Cumberland Jr. High 919 Sr. High 567	[illegible]-12	864	270 12	1134	675	844	1519

Cumberland presently operating on double session

School		Inclusive	BUILDING CAPACITY			PRESENT ENROLLMENT		
ber	Name	Grades	Permanent	Temporary	TOTAL	Black	White	TOTAL
	Donelson High	7-12	1404	189	1593	38	1556	1594
	DuPont Jr. High	7-9	648	--	648	35	756	791
	DuPont Sr. High	9-12	918	27	945	36	849	885
	East Sr. High	9-12	1090	--	1090	452	967	1419
	Ewing Park Jr. High	7-9	648	270	918	172	987	1159
	Glencliff High	10-12	1107	--	1107	24	1087	1111
	Goodlettsville High	7-12	945	459	1404	28	1466	1494
	Highland Hgts. Jr. High	7-9	918	--	918	355	545	900
	Hillsboro High	10-12	1215	36	1251	37	1197	1234
	Hillwood High	7-12	1998	162	2160	5	2106	2111
	Hume-Fogg	10-12	1512	--	1512	205	726	931
	Joelton High	7-12	756	--	756	3	662	665
	Isaac Litton Jr. High	7-9	756	54	810	78	800	878
	Isaac Litton Sr. High	10-12	810	--	810	51	655	706
	Madison High	10-12	1107	--	1107	15	885	900
	Maplewood High	10-12	1215	--	1215	106	941	1127
	McMurray Jr. High	7-9	1161	--	1161	33	1209	1242

School		Inclusive	BUILDING CAPACITY			PRESENT ENROLLMENT		
	Name	Grades	Permanent	Temporary	TOTAL	Black	White	TOTAL
	Meigs Jr. High	K&7-8	999	--	999	452	370	822
	John T. Moore Jr. High	7-9	918	54	972	107	889	996
	Neely's Bend Jr. High	7-9	837	162	999	15	918	933
	North High	7-12	1134	216	1350	1115	97	1212
	Overton	10-12	1296	135	1431	45	1284	1329
	Pearl High	10-12	1377	--	1377	1147	1	1148
	Rose Park Jr. High	7-9	729	--	729	602	9	611
	Stratford High	7-12	1215	81	1296	250	956	1206
	Two Rivers High	7-12	1350	378	1728	3	1682	1685
	Washington Jr. High	7-9	1485	--	1485	1241	0	1241
	West End Jr. High	7-9	720	54	774	74	593	667
	Wright Jr. High	7-12	1107	*27	1134	20	1198	1218
				14		23,343	70812	94170

III.

THE SCHOOL BOARD'S PROPOSED PLAN

The School Board's Proposed Plan

The HEW team understands that the plan proposed by the School Board which is presently under consideration by the Court was originally presented as a plan to be implemented in the fall of 1970. The plan was presented in respnse to the Court Order rendered in July 1970, which required that a new plan be developed. Even though that Order was later rescinded (on August 25), the Board has chosen to defend the plan as adequate for the school year 1971-72. However, the plan presented does not take into consideration the opening of a new comprehensive high school with a capacity of 2400 (McGavock) and the implications that this school has for possible grade reorganizations and/or new attendance zones in other schools in the system. It would seem that a plan proposed for implementation with the opening of McGavock would include the school.

In the opinion of the HEW team, the School Board's plan does little to further desegregate the schools either on the elementary or secondary level. Geographic zoning is the only mechanism used in assigning pupils, and in a system like the demography of Nashville, other means must be employed to desegregate many of its schools. The HEW team further believes that even if straight geographic zonings were all that were required under the law, more adequate zones could be drawn for desegregation of the junior and senior high schools. (The team drew zones which are superior in its estimation to the School Board's, and although it does not 'recommend it's adoption, zones, a plan is included later in this report which adopts these zones.) However, the HEW team does believe that if straight geographic zoning was all that was required for desegregation of the elementary schools in Nashville, then the zones drawn by the School Board in its proposed plan are as good as can be drawn. In addition to other information, Appendix 2 includes the projected enrollments in each school in the system, elementary and secondary, should the Board's plan be adopted. It should be reemphasized, however, that this plan does not reflect changes which would be necessitated, or at least made possible, by the opening of McGavock High School in 1971-72.

Study of the data given in Appendix 2 shows that under this plan 15 of the 38 secondary schools (ignoring McGavock) would be 95 percent or more white, and 4 would be at least 90 percent black. Furthermore, approximately 47 percent of black secondary school students would be in attendance at a school which is 90 percent or more black.

Under this plan, approximately 12,312 elementary school students and 22,335 secondary school students would be transported at public expense. This is 1,162 more than are presently being transported, even excluding additional transportation necessitated by including McGavock High School in the system. It is estimated that the opening of this school will increase transportation by another 1,500 students.

IV

THE PLAINTIFFS' PROPOSED PLAN

THE PLAINTIFFS' PROPOSED PLAN

The plaintiffs propose that groupings be made of one or more predominantly black schools with one or more predominantly white schools serving the same grades so that the percentage of black students in each group of schools would be in the range of 15-35 percent. The HEW team understands that the School Board has previously indicated that this is a percentage range it would like to achieve ultimately in every school in the system. The plaintiffs' consultant for a secondary school plan, Dr. Ira Eyster, did not present a detailed plan for desegregation of the secondary schools but rather described a model for grouping schools to attain the desired ratio, and showed how several groupings could be made. The consultants for the plaintiffs concerned with the elementary schools presented two alternative plans, both involving groupings of schools to attain the desired ratio, but differing in the way the groupings would be made. Although both elementary school plans presented by the plaintiffs are much more detailed than is their secondary school plan, both plans still leave actual assignments of students up to the school administration.

It is difficult to adequately analyze the plaintiffs' secondary school plan or to compare it with other plans because of the lack of detail given in the plan. It was clearly offered to the court only as a model which could be followed. After considerable study of ways of implementing the model presented by Dr. Eyster, the HEW team concluded that other alternatives would be more fruitful for desegregation of the secondary schools.

Both elementary school plans presented by the plaintiffs attain the 15-35 percent range of black students in most of the system's schools. Only the out-county schools which would involve transportation times of up to an hour one-way (15 miles or so) are left essentially undesegregated (almost all-white). In Plan I, 82 of the 100 elementary schools would attain the ratio, and 91 schools would attain the ratio in Plan II. However, Plan I calls for transportation of 25,500 elementary school students, some 14,000 more than the Board is presently transporting, and some 13,200 more than the Board's proposed plan would have transported. Plan II would have some 27,000 students transported.

The HEW team believes that if transportation is not a serious factor to consider, and that the 15-35 percent range is of first priority, then the plaintiffs' Plan II for elementary schools is as adequate a plan as can be drawn, assuming that assignments of students could be worked out.. Its main deficiencies lie in the lack of detailed descriptions of grade organizations of schools in the groupings, in how students would be assigned to the schools, and in the fact that the "leapfrogging" of attendance zones would necessitate transportation of very large numbers of students.

V

HEW PLAN A

HEW PLAN A

Introduction

During its study of the plans presented to the court by the School Board and the plaintiffs, the HEW team had to consider alternatives which might in its estimation more adequately desegregate the schools than does the School Board's plan and yet involve less disruption of students and less public supported transportation than do any of the plans offered by the plaintiffs.

The team initially developed a plan for elementary and secondary schools which was based on contiguous geographical zoning of students in ways that would maximize the desegregation feasible using only this technique. The results of this effort clearly demonstrated that other approaches were necessary if significant desegregation were to be effected. Nevertheless, for the court's information, the team has described this plan for the secondary schools in Appendix 4, designating it as HEW Plan B. There is no Plan B for the elementary schools, for as has already been stated, the team considers the Board's proposed plan for elementary schools as incorporating about the best elementary school zones that can be drawn.

After studying the results of straight geographic zoning, the team sought to identify other possible approaches. HEW Plan A is the result of that attempt and is the plan which is recommended to the court for adoption. Plan A can be considered in three separate parts: the high school portion (grades 10-12), the junior high school portion (grades 7-9), and the elementary school portion (grades 1-6).

PLAN A - HIGH SCHOOLS

Plan A is basically a contiguous zoning plan with only Hillwood and Pearl High Schools having non-contiguous areas. The non-contiguous area previously a part of Pearl High School's zone but assigned to Hillwood under this plan contains approximately 283 black students, while the non-contiguous zone from the old Glencliff service area but assigned to Hillwood under this plan contains approximately 303 white students. North (10-12) and Cumberland (7-9) would be paired (both have been 7-12 schools). Similarly, Stratford (10-12) and Isaac Litton (7-9) both formerly 7-12 schools will be paired.

The opening of McGavock High School is essential to implementation of Plan A for the plan calls for the closing of Central, and the changing of Two Rivers, Donelson and Cameron to junior high schools. Hume-Fogg School would remain as is, serving the entire district as an open enrollment vocational high school. Hume-Fogg had an enrollment as of April 16 of 726 White and 205 Black students for a 22% Black enrollment. Enrollment figures shown on the Composite Building Information Forms (Table 2) reflect the number of students living in the specific zones and do not make allowance for those students who might choose to enroll at Hume-Fogg. Thus, the actual enrollments in many of the schools are likely to be less than projected on the tables.

PLAN A-1 - JUNIOR HIGH SCHOOLS

This plan is designated Plan A-1 because there are two other plans which the team developed for the junior high school portion. These are designated Junior High A-2 and A-3 and are described in Appendix 4 for the court's information. Plan A-1 is recommended by the HEW team for adoption.

Plan A-1 for junior high schools, North of the River, is basically a contiguous zoning plan. However, as noted above, Litton (7-9) and Stratford (10-12) are paired, as are Cumberland (7-9) and North (10-12). This is a tactic which enlarges the service zones of both Junior High Schools and more adequately desegregates both Junior and Senior High Schools in those areas.

Because of the demographic pattern existing South of the River, three cluster zones are formed. Each cluster zone contains three schools, one of which is designated as a 7th grade center for the entire zone.[1] Each zone is subsequently sub-divided so that the two remaining schools in the clusters will serve as 8-9th grade centers.

Included in this plan are the following changes:

1 - Two Rivers, Donelson and Cameron are changed to Junior High Schools.

2 - Central and Howard are closed (Central is also closed as a high school, as previously noted, and Howard is closed as an elementary school, as will be noted in the elementary school plan).

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[1] This is one suggested method of pairing within each cluster. Alternate pairing or non-contiguous subzones would eliminate the need for a one grade school.

3 - Litton (7-9) and Stratford (10-12) are paired.

4 - Cumberland (7-9) and North (10-12) are paired.

5 - Bailey (7), Meigs (8-9) and East (9) are clustered (Bailey to serve as the 7th grade center, Meigs the 8th grade center and East and Meigs are to share the 9th grade for a single zone).

6 - Wharton (7)[2], Bass (8-9) and Hillwood (8-9) are clustered.

7 - Washington (7)[2], West End (8-9) and Moore (8-9) are clustered.

8 - Wright (7), Cameron (8-9) and Rose Park (8-9) are clustered.

9 - The 9th grade is removed from Cohn and its students are zoned into other junior high schools.

Each of the remaining Junior High Schools in the district has its own 7-9 zone. No all black Junior High Schools remain under this plan with the greatest concentration of blacks in any school being 47% (Cumberland). Table 3 provides individual building information.

NOTE: See footnote 1

TABLE 1
SENIOR HIGH SCHOOLS

		PRESENT MEMBERSHIP					Projected Enrollments					
SCHOOLS	CAPACITY	G	W	B	T	% B	G	W	B	T	% B	COMMENTS
Joelton	756						10-12	243	1	244	.4	Also has gs.7-9
Goodlettsville	1404						10-12	509	12	521	2.0	Also has gs.7-9
Madison	1107						10-12	1107	24	1131	2.0	
Maplewood	1215						10-12	886	317	1203	26.0	Incl.84 from North zone
Stratford	1296						10-12	972	276	1248	22.0	Incl.168 from North zone
East	1890						10-12	960	520	1480	35.0	Also has gs. 9
North	1350						10-12	501	390	891	44.0	Incl.147 fr. Litton area
Pearl	1377						10-12	681	348	1029	33.0	
Cohn	1215						10-12	806	248	1054	24.0	
Hillwood	2160						10-12	748	284	1032	28.0	Also has. gs.8-9
Hillsboro	1215						10-12	946	270	1216	22.0	
Overton	1431						10-12	1236	148	1384	11.0	
Glenn Cliff	1107						10-12	907	195	1102	18.0	
Antioch	1242						10-12	945	40	985	4.0	
McGavock	2400						10-12	1794	716	2510	29.0	
Dupont	945						10-12	736	31	767	4.0	
Bellevue	972						10-12	408	14	422	3.0	Also has gs.7-9
Hume Fogg	1512						10-12	726	205	931	22.0	Open enrollment school

TABLE 2
JUNIOR HIGH SCHOOLS

HOOLS	CAPACITY	PRESENT MEMBERSHIP					Projected Enrollments					COMMENTS
		G	W	B	T	% B	G	W	B	T	% B	
arton	1590						7	630	342	972	35	Also has gs.1-6
s	864						8-9	584	310	894	35	
llwood	2160						8-9	669	382	1051	36	Also has gs.10-12
shington	1485						7	596	365	961	40	
st End	774						8-9	488	333	821	41	
ore	972						8-9	608	369	977	38	
s Park	729						9	426	174	600	29	
rton	1350						9	785	315	1100	29	oes not incl. 9th r. from Hermitage area
Rivers	1723						7-8	1240	306	1546	20	Incl. 240 from north of the river
elson	1593						7-8	1000	300	1300	23	Incl. 7-8th from Hermitage
ght	1134						7-8	800	200	1000	20	
llevue	972						7-9	490	15	505	3	lso has gs.10-12
Murray	1161						7-9	1121	46	1167	4	
lle	1296						7-9	1197	28	1225	2	
int	648						7-9	640	33	673	5	Has enlarged 9th gr zone of 116 studen
ly's Bend	999						7-9	837	18	855	2	Has enlarged 9th gr zone of 124 studen
lettsville	1404						7-9	809	15	824	2	Also has gs.10-12
ton	1620						7-9	1222	373	1595	23	Incl. 299 students from North zone
ley	648						7	450	225	675	33	
ys	999						8-9	635	340	975	35	

TABLE 2 (continued)

JUNIOR HIGH SCHOOLS

HOOLS	CAPACITY	PRESENT MEMBERSHIP					Projected enrollment					COMMENTS
		G	W	B	T	% B	G	W	B	T	% B	
st	1890						9	265	110	375	29	Also has gs.10-12
ghlands Heights	918						7-9	550	328	878	37	
ing Park	918						7-9	704	392	1096	36	
berland	1134						7-9	521	285	806	35	
elton	756						7-9	364	0	364	0	Also has gs.10-12

Enrollments for those schools are those given by the School Board in its amendment given to the Court on June 9, 1971. The enrollments are apparently safe estimates, however.

RE ENDED PLAN A.

COMPOSITE BUILDING INFORMATION FORM

HIGH SCHOOLS

DATE________________

Name of School	Grades	Capacity		Students			Staff			% N Comments
		Perm.	W/Ports.	W	N	T	W	N	T	
Joelton	10-12	756	756	243	1	244				.4
Goodlettsville	10-12	945	1404	509	12	521				2
Madison	10-12	1107	1107	1107	24	1141				2.1
Maplewood	10-12	1215	1215	846	233	1079				21.6
Stratford	10-12	1215	1296	1159	108	1267				8.5
East	10-12	1890	1890	960	520	1480				35
North	10-12	1134	1350	394	748	1142				65
Pearl	10-12	1377	1377	681	388	1069				36.3
Cohn	10-12	1215	1215	806	248	1054				23.5
Hillwood	10-12	1998	2160	748	284	1032				27.5
Hillsboro	10-12	1215	1215	947	305	1252				24.4
Overton	10-12	1296	1431	1242	183	1425				12.8
Glenncliff	10-12	1107	1107	867	255	1122				22.7
Antioch	10-12	1161	1242	945	40	985				4
McGavock	10-12	2400	2400	1794	366	2160				16.9
DuPont	10-12	918	945	736	31	767				4
Bellvue	10-12	972	972	408	14	422				3.3
Hume Fogg		OPEN ENROLLMENT								

TABLE 3

PROPOSED PLAN A-1

COMPOSITE BUILDING INFORMATION FORM

Junior High Schools

DATE________________________

Name of School	Grades	Capacity		Students			Staff			%N
		Perm.	W/Ports.	W	N	T	W	N	T	Comments
* Wharton	7	1590	1590	630	328	958				35
Bass	8-9	783	864	584	310	894				35
Hillwood	8-9	1998	2160	669	354	1023				35
* Washington	7	1485	1485	571	405	976				41
West End	8-9	720	774	448	333	781				43
Moore	8-9	918	972	671	449	1120				40
* Wright	7	1107	1134	614	370	984				38
Rose Park	8-9	729	729	487	339	826				41
Cameron	8-9	1350	1350	741	391	1132				35
Bellvue	7-9	972	972	490	15	505				3
McMurray	7-9	1161	1161	1121	46	1167				4
Apollo	7-9	972	1296	1197	28	1225				2
Donelson	7-9	1404	1593	1559	39	1598				2
Two Rivers	7-9	1350	1728	1145	12	1157				1
DuPont	7-9	648	648	524	33	557				6
Neely's Bend	7-9	837	999	717	14	731				2
Goodlettsville	7-9	945	1404	809	15	824				2

*. See Footnote #1

TABLE 3

· PROPOSED PLAN A-1

COMPOSITE BUILDING INFORMATION FORM

Junior High Schools

DATE____________________

Name of School	Grades	Capacity		Students			Staff			%N
		Perm.	W/Ports.	W	N	T	W	N	T	Comments
Litton	7-9	1566	1620	1180	118	1298				9
Bailey	7	648	648	450	225	675				33
Meigs	8-9	999	999	635	340	975				35
East	9	1890	1890	265	110	375				29
Highland Heights	7-9	918	918	550	328	878				37
Ewing Park	7-9	918	918	704	392	1096				35
Cumberland	7-9	864	1134	521	461	982				47
Joelton	7-9	756	756	364	0	364				0

Considering the junior and senior high schools together, this plan will eliminate the all black high schools and junior high schools in the Metro district. Only North High School will remain majority black. The ratio there will be 65% B and 35% W. An alternate to the north zone could be non-contiguous pairings with other high schools. Considerations for such pairings with North could be Stratford, Madison, Maplewood and Goodlettsville. Any new construction should result in closing North High School and making all schools more comparable in percentages of minority and majority pupils. Thirty-three percent of the schools would operate within a 15-35% ratio and 46% of the secondary (7-12) black students will attend a school within this ratio. Difficulties in transportation were considered in deciding to leave 8% of the black students in schools where they would be less than 15% minority and to leave the 18 outlying schools with an 86% white majority. An adequate long-range building program would consolidate many of these facilities.

Zone modifications and pairings were proposed in an attempt to cope with the demography existing in the Central City area which serves as the primary indicia of inadequate desegregation.

Study of the data contained in the tables (see building information forms and transportation tables) seem to indicate that this plan results in substantive mixing of the Metro secondary students with a minimum increase in transportation and non-contiguity.

PLAN A - ELEMENTARY SCHOOLS

HEW Plan A for elementary schools retains Special Education and Kindergarten classes as they are presently operated; continues three special schools now well integrated (Cavert, Murphy and Providence); discontinues the use of five existing schools (Clemons, Pearl, Elliott, Jones and Howard) as instructional facilities for grades 1-6; retains the present attendance zones and grade structures of several inner-surburban schools which have blackstudent percentages in the 15-40% range in 1970-71, and of some of the predominantly white outer-county schools which seem impractical to fully desegregate at this time because of the extensive transportation that would be necessary; and groups the remaining schools into either clusters or pairs as necessary to attain an approximate 15-40% black student enrollment in each school.

The Overlay entitled HEW PLAN A-ELEMENTARY SCHOOLS describes the plan visually and Table 10 entitled HEW PLAN A-ELEMENTARY SCHOOLS gives projected enrollment data about each school retained in the system. The projections are based on school enrollments as of April 16, 1971. In making these projections the assumption was made that the number of students in a particular grade in 1970-71 will be consistent for that grade in 1971-72. For example, no attempt was made to project this year's third graders as fourth graders in 1971-72. Also, no attempt was made to compensate for errors in the calculation of the number of 1-4 graders due to the inclusion of Special Education and Kindergarten students on the pupil locator map. Inclusion of these students simply means that the enrollment projections are high for most of those schools whose projected enrollments are calculated either wholly or in part by counting students on the pupil locator map. This is true because there is no way short of extensive reference to the supporting data which accompanies the map to determine which students living in a map "cell" are Special Education or Kindergarten students. Since, the team counted the number of students in a "cell" and divided that count by 6 to get the approximate number of students in one grade living in that "cell," ignoring the presence in that "cell" of Special Education and Kindergarten students, there are probably fewer students in that one grade than the figure used in the enrollment projections. The team also did not attempt to compensate for errors made possible by ignoring the fact that currently some students are attending schools outside their zones.

Of the five schools which are to be discontinued under this plan, three (Clemmons, Pearl, and Elliott) are rated as unsatisfactory by the team of experts commissioned this year by the School Board to study the System and to make recommendations for its long-range development. The other two to be discontinued , Jones and Howard, are listed as inadequate. Jones currently serves only grades 1-4 and could be retained if the decision is made not to completely desegregate the inner-city section of the System. Howard will be discontinued primarily because the completion of the new interstate system in the area isolates it from many of its students, and its students can be absorbed into other schools in the area. The HEW team relied heavily upon the findings of the Board's Study Team and the

Board's own ratings of the schools in making decisions about how school facilities will be used in the plan. Team members did not attempt to personally visit each school in the System, although its members did drive by most of the schools.

As mentioned in the opening paragraph of this section, many of the elementary schools in the System will be either paired or clustered under Plan A. Pairing, is possible in those situations where two or three schools can serve a combined zone which has a 15-40% black student enrollment. Clustering is an alternative to pairing which seems more feasible in many situations, not only because it usually requires a little less transportation but also because more schools can be included. This technique is possible wherever there is a school which is large enough to serve all the students in two grades in a large zone which is formed by combining the attendance areas of several schools. Clusters can be formed by schools with contiguous zones, or can be formed by combining one or more schools in one zone with other schools in other, non-contiguous, zones. Plan A calls for both kinds of clusters to be used. The Map Overlay for Plan A Elementary Schools shows the clusterings recommended, and the Building Information Table (Table 9) groups the schools in a cluster or pair together. The schools in the inner-suburban ring have generally been either paired or clustered contiguously, whereas the inner-city schools have been paired or clustered with outer-suburban schools, non-contiguously.

Since each cluster of schools has a school (or pair of schools) which is large enough to accommodate all of the students in two grades (grades 5-6) for the entire zone served by the cluster, most of the other schools in the cluster can retain their 1970-71 zones for grades 1-4; however, each of these schools must also serve a portion of the 1-4 graders displaced from the zone which the new 5-6 grade school had been previously serving as a grades 1-6 school.

The letters of the alphabet referred to in the comments on Table 10, and the Map Overlay are used to designate groups of students who will be reassigned to a 1-4 school in the cluster. For example, in the cluster of schools in which McKissack will serve grades 5-6, the students in grades 1-4 living in Area A will be assigned to attend Charlotte Park, those living in Area B will be assigned to attend Richland, etc. The H.E.W. Team does not offer these areas as delineations of firm boundaries but rather suggests that the number of students in the old McKissack zone which will attend Charlotte Park, Richland, and Cockrill, and McCann, respectively, is the important element. The School Board should be allowed to utilize whatever method of assignment of the students in grades 1-4 living within the old McKissack area it prefers.

The schools in the close-in suburban areas are desegregated under the H.E.W. Plan A by one or the other of the techniques of single school zoning, pairing, or contiguous clustering. It is apparent, however, that none of these techniques will very adequately desegregate either the outer-suburban schools or the downtown inner-city schools. Three options seem available in dealing with these schools:

1. Consolidation of as many of the inner-city schools as possible with no attempt to do anything further;

2. Closing of all of the inner-city schools and busing of the students to the outer-suburban schools, thereby desegregating all but the extreme out-county schools. This will require out-busing of all 3,000 of the inner-city elementary school students, and will also undoubtedly require many schools to go on double-session operation until additional facilities can be constructed in the outer-suburban areas;

3. Pairing or clustering of inner-city schools with outer-suburban schools, although they will have non-contiguous zones.

H.E.W. Plan A includes the third option, since the team considers this to be the best immediate step for a substantial desegregation of theelementary schools in the System. This option can best be effected, in the view of the H.E.W. Team, by closing Elliott, Pearl, and Jones as instructional Centers for pupils, and reorganizing the remaining inner-city schools to serve grades 5-6 by pairing or clustering with as many outer-suburban schools as is necessary to accomplish a desirable white-to-black student ratio. These outer-suburban schools so clustered with an inner-city grades 5-6 school will serve grades 1-4 in their own zones, plus a portion of the grades 1-4 students living in the inner-city zone. As noted earlier, Jones Elementary, which currently houses only the 1-4 grades for an inner-city zone, will be discontinued if Plan A is completely adopted. Its students will be assigned to Chadwell and Stratford Elementary schools, a distribution which will require 2 to 3 additional portables at each of those sites, but which will desegregate those two schools for grades 1-4. However, it will leave grades 5-6 in those schools almost all white.

TRANSPORTATION

If fully implemented, H.E.W. Plan A will require transportation of an estimated 10,500 more students in grades 1-6 than are presently transported. Some 4,700 of these students live in the large inner-suburban belt in the southern portion of the System in which contiguous clustering or pairing of most schools is called for by the Plan. Some 2,800 more live in the similar belt in the northern portion of the System. The non-contiguous clusterin and pairing of the inner-city schools with the outer-suburban schools will add an estimated 3,000 students above those being transported in 1970-71. Table 10 gives an estimate of the transportation that will be required by students attending each elementary school under Plan A. Appendix 2 provides data on transportation provided for each school in 1970-71, and estimates of the number to be transported under its proposed plan.

The total number of High School and Junior High School students to be transported under Plan A will be approximately 26,673. This is an increase of approximately 4,688 above the number currently being transported according to school district figures dated April 16, 1971. This is an increase of approximately 4,338 or 19.7% above the number to be transported in the School Board Plan now being considered by the Court.

Since a natural transportation increase can be expected with the opening of McGavock High School (10-12) (not projected by school board plan) the actual transportation increase for High School and Junior High School students over that proposed by the School Board is estimated at approximately 2,838.

TABLE ~~1~~04

COMPOSITE BUILDING INFORMATION FORM

ELEMENTARY SCHOOLS

DATE________________

Name of School	Grades	CAP.	TRANS.	Students			%B			Comments
				W	N	T				
McKissack	5-6	990	516	482	373	955		39		
McCann	1-4	690	108	417	273	690		39		Contiguous
Cockrill	1-4	510	0	241	36	277		36		Contiguous
Charlotte Park	1-4	870	164	556	306	862		36		306-b from A
Richland	1-4	510	136	241	136	377		36		136-b from B
Park Avenue	5-6	420	272	277	111	388		29		
Sylvan Park	1-4	660	164	340	157	497		32		Contiguous
Vaught	1-4	360	114	212	114	326		35		114-b from c
Head	5-6	1080	350	329	211	540		39		
Ransom	1-4	390	202	252	154	406		38		153 b from D
Eakin	1-4	570	130	238	145	383		38		Contiguous
Woodmont	1-4	360	205	204	128	332		36		128 b from E

TABLE ~~10~~ 4

COMPOSITE BUILDING INFORMATION FORM

ELEMENTARY SCHOOLS

DATE____________________

Name of School	Grades	CAP.	TRANS.	Students W	N	T	%B	Comments
Waverly-Belmont	5-6	450	294	310	160	470	34	
Stokes	1-4	390	57	157	91	248	37	Contiguous
Burton	1-4	540	316	234	137	371	37	18w-137b from H
J. Green	1-4	390	128	251	90	341	34	16w-90-b from G
Percy Priest	1-6	660	519	471	188	659	28	12-w-188-b from E
Robertson Academy	5-6	210	126	138	55	193	28	
Glendale	1-4	420	246	263	99	362	27	
C. Lawrence	6	1020	283	308	160	468	34	
Murrell	5	510	272	279	161	440	37	
Fall-Hamilton	1-4	480	86	245	168	461	36	Contiguous
Berry	1-4	450	114	207	115	322	36	1-w-113b-from L
Woodbine	1-4	510	144	248	143	391	36	1-w-143-b from J
Turner	1-4	630	139	247	129	376	34	8w-129b from I
Glencliff	1-4	480	133	254	129	383	34	4-w-129b from K

TABLE ~~10~~ 9

COMPOSITE BUILDING INFORMATION FORM

ELEMENTARY SCHOOLS

DATE________________

Name of School	Grades	CAP.	TRANS.	Students			%B			Comments
				W	N	T				
Napier	6	780	289	289	183	472		39		
Johnson	5	720	333	328	192	520		37		
Allen	1-4	540	585	319	196	515		38		Contiguous
Glennview	1-4	630	241	371	235	606		39		6w-235b from M
Glengarry	1-4	360	146	211	140	351		39		140-b from N
Whitsitt	1-4	600	390	390	244	634		38		64-w-244b from O
Early	5-6	840	367	370	188	558		34		
H. G. Hill	1-4	600	401	304	199	503		39		
Brookmeade	1-4	570	371	335	198	533		37		
Ford Green	5-6	1050	437	428	259	687		38		
Parmer	1-4	540	316	223	154	377		40		
West Meade	1-4	510	367	294	180	474	-	38		
Cower	1-4	480	423	305	184	489		38		

TABLE # 4

COMPOSITE BUILDING INFORMATION FORM

ELEMENTARY SCHOOLS

DATE____________________

Name of School	Grades	CAP.	TRANS.	Students W	Students N	Students T	%B	Comments
Wharton	5-6	1590	426	429	179	608	29	
Binkley	1-4	840	248	486	224	710	32	
Crieve Hall	1-4	540	125	275	125	400	31	
Buena Vista	5-6	660	415	448	184	632	29	
McGavock	1-4	600	353	395	193	588	33	
Hickman	1-4	660	217	444	182	626	29	
Fehr	5-6	360	211	236	92	328	28	
Stanford	1-4	630	358	391	184	575	32	
Kirkpatrick	5-6	540	20	305	126	431	30	
Warner	1-4	1020	0	663	302	965	31	
Caldwell	5-6	1110	375	390	219	609	36	
Lockeland	1-4	630	252	397	238	635	38	238-b-14-w from
Rosebank	1-4	600	200	306	180	486	38	

TABLE ~~10~~ 4

COMPOSITE BUILDING INFORMATION FORM

ELEMENTARY SCHOOLS

DATE____________________

Name of School	Grades	CAP.	TRANS.	Students W	 N	 T		** %B		Comments
Ross	K-6	360	13	195	89	284		31		No Chang
Howe	K-6	720	1	474	127	601		21		No Chang
Dan Mills	5-6	540	191	325	115	440		26		
Dalewood	3-4	660	51	400	116	516		22		
Inglewood	1-2	720	191	408	147	555		27		
Cotton	K-6	420	0	315	114	429		26		
Glenn	5-6	630	324	411	238	649		37		
Baxter	3-4	690	475	434	245	679		36		
Tom Joy	1-2	720	375	408	240	648		37		
Haynes	5-6	900	280	293	173	466		37		
Shwab	1-4	480	115	359	133	492		27		Contiguous
Gra-Mar	1-4	420	188	265	110	375		29		93-b-3

TABLE ~~10~~ 4

COMPOSITE BUILDING INFORMATION FORM

ELEMENTARY SCHOOLS

DATE________________

Name of School	Grades	CAP.	TRANS.	Students W	N	T		%B		Comments
Kings Lane	5-6	660	409	405	229	634		36		
Brick Church	1-4	690	302	417	298	715		41		Contiguous
A. Green	1-4	300	112	187	109	296		37		106-b-7-w from W
Bellshire	1-4	570	132	231	129	359		37		128-b-2-w from X
Bordeaux	1-6	690	153	494	186	680		27		No Change
Jordonia	4-6	240	160	155	46	201		23		
Wade	1-3	240	155	171	41	212		19		
*Chadwell	1-6	480	212	405	135	540		25		*These schools in ude former enroll ment from Jones i grades 1-4 divide equally. Two-3 portables will be needed at each school.
*Stratton	1-6	780	212	694	129	823		16		

TABLE ~~10~~ 4

COMPOSITE BUILDING INFORMATION FORM

ELEMENTARY SCHOOLS

DATE____________________

Name of School	Grades	CAP.	TRANS.	Students Y	 N	 T	%B	Comments
Harpeth Valley	K-6	600	460	555	15	570	3	
Granberry	K-6	660	402	569	37	606	6	
Tusculum	1-6	630	0	601	19	620	3	
Cole	1-6	780	273	693	13	706	2	
Haywood	1-6	600	84	477	64	541	11	
Paragon Mills	1-6	930	366	851	1	852	.1	
Una	K-6	630	486	623	20	643	3	
Lakeview	1-6	840	258	778	24	802	2	
Dodson	K-6	690	586	695	53	748	7	
Hermitage	1-6	810	0	826	0	826	0	
A. Jackson	K-6	570	161	359	72	431	16	
Pennington	K-6	600	171	586	4	590	.6	
Neely's Bend	1-6	480	300	404	39	443	8	
Donelson	K-6	570	154	427	3	430	.6	
DuPont	1-6	780	310	634	19	653	3	

TABLE 4

COMPOSITE BUILDING INFORMATION FORM

ELEMENTARY SCHOOLS

DATE__________ ______________

me of	Grades	CAP.	TRANS.	Students W	N	T	%B			Comments
Amqui	1-6	660	100	673	3	676		.4		
Old Cent	K-6	540	228	443	1	434		.2		
Gateway	1-6	300	202	508	2	510		.4		
C dlett	K-6	540	221	520	30	550		5		
on Hi	1-6	210	145	190	0	190		0		
lton	1-6	390	346	398	0	398		0		
ny	1-6	330	150	189	0	189		0		
ial	Schools Unchanged	TOTAL TRANSPORTED	22,065							
Cav										
Prov										
Murph										
l	Discontinued									
rd	Discontinued									
C ons	Discontinued									
Elliott	Discontinued									
Jones	Discontinued									

STAFFING

Staff policy should be commensurate with the requirements of non-discrimination as spelled out in the court decisions. The most detailed appellate description of those rules appears in *Singleton* vs. *Jackson Municipal Separate School District*, 419 F.2d 1211 5th Cir. 1969):

DESEGREGATION OF FACULTY
AND OTHER STAFF

"The School Board shall announce and implement the following policies:

"1. Effective not later than Sept. 1, 1971 the principals, teachers, teacher-aides and other staff who work directly with children at a school shall be so assigned that in no case will the racial composition of a staff indicate that a school is intended for Negro students or white students. For the remainder of the 1969-70 school year the district shall assign the staff described above so that the ratio of Negro to white teachers in each school, and the ratio of other staff in each, are substantially the same as each such ratio is to the teachers and other staff, respectively, in the entire school system.

"The school district shall, to the extent necessary to carry out this desegregation plan, direct members of its staff as a condition of continued employment to accept new assignments.

"2. Staff members who work directly with children, and professional staff who work on the administrative level will be hired, assigned, promoted, paid, demoted, dismissed, and otherwise treated without regard to race, color, or national origin.

"3. If there is to be a reduction in the number of principals, teachers, teacher-aides, or other professional staff employed by the school district which will result in a dismissal or demotion of any such staff members, the staff member to be dismissed or demoted must be selected on the basis of objective and reasonable non-discriminatory standards from among all the staff of the school district. In addition if there is any such dismissal or demotion, no staff vacancy may be filled through recruitment of a person of a race, color, or national origin different from that of the individual dismissed or demoted, until each displaced staff member who is qualified has had an opportunity to fill the vacancy and has failed to accept an offer to do so.

"Prior to such a reduction, the school board will develop or require the development of nonracial objective criteria to be used in selecting the staff member who is to be dismissed or demoted. These criteria shall be available for public inspection and shall be retained by the school district. The school district also shall record and preserve the evaluation of staff members under the criteria. Such evaluation shall be made available upon request to the dismissed or demoted employee."

"Demotion as used above includes any reassignment (1) under which the staff member receives less pay or has less responsibility than under the assignment he held previously, (2) which requires a lesser degree of skill than did the assignment he held previously, or (3) under which the staff member is asked to teach a subject or grade other than one for which he is certified or for which he has had substantial experience within a reasonably current period."

SCHOOL CONSTRUCTIONS AND SITE SELECTION

The size and location of new school buildings and additions to existing buildings can significantly affect desegregation now and in the future.

All school construction, school consolidation, and site selection (including the location of any temporary classrooms) in this system shall be done in a manner which will prevent the recurrence of the dual school structure once this desegregation plan is implemented.

MAJORITY TO MINORITY TRANSFER POLICY

Whenever there shall exist schools containing a majority of Negro students this school district shall permit a student (Negro or White) attending a school in which his race is in the majority to choose to attend another school where his race is in a minority. The district will provide all such transferring students free transportation and will make space available in the school to which he desires to move. The district will notify all students of the availability of such transfers.

ATTENDANCE OUTSIDE SYSTEM OF RESIDENCE

If the school district grants transfers to students living in the district for their attendance at public schools outside the district or if it permits transfers into the district of students who live outside the district, it shall do so on a non-discriminatory basis, except that it shall not consent to transfers where the cumulative effect will reduce desegregation in either district or reinforce the dual school system.

V.

COMPARATIVE ANALYSIS BETWEEN PLANS

COMPARATIVE ANALYSIS

HIGH SCHOOL AND JUNIOR HIGH SCHOOL

Plaintiff's Plan

No comparison can be made with the plaintiff's High School and Jr. High School Proposed Plan since an illustration of a model was presented without supporting data.

School Board's Plan (See Table ~~13~~ 5)

1. Six of the 38 high schools and Jr. High schools would operate with 50% or above black students. Fifty seven per cent of the black High School and Jr. High School students would attend these 6 schools.

2. The racial composition of 2 schools would be 95% or more black and 4 schools would be 90 % or more black. This would result in 47% of the black students attending schools where the composition would be above 90% black.

3. Eight schools, housing 20% of the black students would operate within a- 15% - 35% ratio.

4. Fifteen schools (39%) would operate with 95% or above white students.

5. The school board proposes to transport approximately 22,335 students under this plan. This does not include the natural increase that can be expected with the opening of McGavock (Approx. 1500). Total number to be transported under the board plan can be estimated at 23,835.

NEW PLAN:

Plan A Junior High A-1 (See Table ~~1~~ 5 3)

1. One of the 42 schools would operate with 50% or above black students.
2. Fourteen of the 42 schools (33%) would operate within a 15-35% ratio.
3. Fourteen of the 42 schools (33%) would operate with 95% or above white students.
4. None of the schools would operate with a black majority which would exceed 70% and only 1 school would exceed 50%.
5. Sixty four percent of the schools, housing 89% of the black students would operate within a 6 - 49% black to white ratio.
6. This plan would require transporting approximately 26,673 students.

TABLE 5

COMPARISON OF ASSIGNMENT OF STUDENTS

Between Board Plan and H E W Plan A- Junior High A-1

For High Schools and Junior High Schools

% Black	School Board Plan					H.E.W. Plan				
	No Schools	%	W	B	T	No Schools	%	W	B	T
95-100	2	5	18	2007 21%	2043	0				
90- 94	2	5	223	2490 26%	2713	0				
75- 89	1	3	152	505 5%	657	0				
50- 74	1	3	370	452 5%	822	1	2	394	748 8%	1142
35- 49	2	5	1388	1030 11%	2418	9	21	5247	3465 38%	8712
15- 34	8	21	7023	1957 20%	8980	14	33	10942	4269 46%	15211
6-14	7	18	5147	560 6%	5707	4	10	4105	442 5%	4547
5- 0	15	39	17,792	523 5%	18,315	14	33	11360	291 3%	11651
TOTAL	38	99	32,113	9524	41,655	42	99	32049	9213 100%	41263

ELEMENTARY SCHOOLS

Plaintiffs' Plans I and II

Both plans for desegregation of the system's elementary schools which the plaintiffs presented to the court sought an ideal ratio of between 15 and 35% black students in every school. Plan I is successful in attaining a percentage within this range in 82 of the 100 elementary schools in the system. The remaining schools have almost all-white enrollments. The plan calls for transportation of 25,500 students, some 14,000 more than the Board is transporting in 1970-71.

Likewise, Plan II is successful in attaining the ratio in 91 of the elementary schools. Since in both plans the schools are either virtually all white or are within the 15-35% range, the H.E.W. Team does not present data in tabular form for the making of comparisons. Some 27,000 students would be transported under Plan II.

School Board Plan (See Table ~~15~~ 6)

1. In the School Board's Plan, 46% of the black elementary school students in the system would remain in schools with a black student enrollment of at least 95%. These students would be housed in ten of the system's 100 elementary schools. A total of 78 white students would attend these 10 schools.

2. 64% of the white students would attend schools in which there would be at least a 95% majority. In the same 49 schools which house these students, a total of 275 (2% of the black students in the system) black students are enrolled.

3. The school board proposes to transport a total of 12,312 students under this plan, an increase of 800 over those transported in 1970-71.

H.E.W. Plan A (See Table ~~15~~ 6)

1. The enrollment data given in Table ~~15~~ 6 is for grades 1-6 only. The discrepancies in total enrollment in the system between H.E.W. Plan A and the School Board's Plan are due to the inclusion in the School Board's Enrollment data of Kindergarten and Special Education classes.

2. There will be no elementary school in the system with a black studen enrollment of more than 44% under Plan A.

3. Fifty-nine percent of the black students in the system will be attending schools with a black student enrollment of between 35 and 44%.

4. Three percent of the black students in the system will be attending schools with a black student enrollment of less than 15%.

5. Twenty-four percent of the total number of white students in the system will be attending schools inwhich black enrollment is less than 5%. The total black student enrollment in the 16 schools which would have less than 5% black student enrollment is 125, or 1% of the total black enrollment in the system.

6. Under this plan, approximately 22,000 elementary school students will be eligible for school-provided transportation. This is approximately 10,500 more than the Board is transporting in 1970-71, and 9,700 more than those who would be transported under the Board's proposed plan, 3,500 fewer students would be transported under H.E.W. Plan A than under the Plaintiffs' Plan I, and some 5,000 fewer than would be transported under Plaintiffs' Plan II.

Comparison Between Board Plan and H.E.W. Plan

	HEW PLAN				SCHOOL BOARD PLAN			
% Black	No. of schools	W 1-6	B 1-6	Totals	No. of Schools	W	B	1-6 Spec. Ed.
95-100	0	0	0	0	10	78	6,081	6,159
75-94	0	0	0	0	8	498	3,200	3,698
60-74	0	0	0	0	3	465	1,051	1,516
45-59	0	0	0	0	1	269	241	510
35-44	39	12,208	7,353	19,561	3	1,188	768	1,956
25-34	29	10,067	4,286	14,353	4	1,052	439	1,491
15-24	6	2,253	531	2,784	9	4,106	754	4,860
5-14	5	2,665	223	2,888	13	6,176	533	6,709
0-4	16	8,965	125	9,090	49	24,787	275	25,062
Totals	95	36,158	12,518	48,676	100	38,619	13,341	51,960

TRANSPORTATION

HIGH SCHOOL AND JUNIOR HIGH

PLAN A - Jr. High A-1

The total number of High School and Junior High Students to be transported under Plan A would be approximately 26,673. This is an increase of approximately 4688 above the 21,985 currently being transported according to school district figures dated April 16, 1971. This is an increase of approximately 4388 or 19.7% above the 22,335 to be transported in the School Board Plan.

Since a natural transportation increase can be expected with the opening of McGavock, the actual transportation increase for High School and Junior High students over that proposed by the School Board can be estimated at approximately 2838.

le 47

TRANSPORTATION

HIGH SCHOOL AND JUNIOR HIGH

PLAN A- JUNIOR HIGH A-1

School	Grade	Present Transportated	Board Plan	H.E.W. Plan	Comment
North	10-12	11	11	522	
Joelton	7-12	557	557	557	
Goodlettsville	7-12	1115	1115	900	
Madison	10-12	295	295	506	
Stratford	10-12	139	139	386	
Maplewood	10-12	.873	873	863	
East	9-12	375	375	670	
DuPont	10-12	635	635	482	Board Plan
McGavock	10-12	0	Not Shown	1694	
Glencliff	10-12	612	773	705	
Antioch	10-12	950	950	894	
Overton	10-12	1184	1234	1206	
Hillsboro	10-12	890	699	1084	
Bellvue	7-12	571	571	730	

Table II-7
TRANSPORTATION
HIGH SCHOOL AND JUNIOR HIGH
Plan A - Junior High A-1

School	Grade	Present Transportated	Board Plan	H.E.W. Plan	Comment
Hillwood	8-12	1625	1625	1531	718 798 H.S. J.H.
Cohn	10-12	106	374	259	
Pearl	10-12	267	197	614	
Cumberland	7-9	846	846	643	
Wharton	7- 7	0	0	756	Board Plan
Neely's Bend	7-9	821	821	696	
Ewing Park	7-9	1085	1085	950	
Highland Heights	7-9	83	83	103	
Litton	7-9	960	960	821	Board Plan
Bailey	7	115	115	400	Board Plan
Meigs	8-9	31	31	254	Board Plan K & 7-8
Two Rivers	7-9	1177	1177	885	Board Plan
DuPont	7-9	520	520	317	
Donelson	7-9	1011	1011	998	Board Plan

Table ~~11~~ 7

TRANSPORTATION

HIGH SCHOOL AND JUNIOR HIGH

Plan A - Junior High A-1

School	Grade	Present Transportated	Board Plan	H.E.W. Plan	Comment
Apollo	7-9	1392	1392	1173	
McMurray	7-9	764	764	764	
Moore	8-9	725	860	783	
Wright	7	779	779	772	
Cameron	8-9	322	363	752	Board Plan
Rose Park	8-9	71	147	389	
Washington	7	249	266	744	
West End	8-9	290	514	481	
Bass	8-9	95	29	389	
TOTAL		21,985	22,335	26,673	
*School Board did not show		H.E.W. Proposed	Plan A Total	26,673	
additional transportation	that	Board Proposed	Plan Total	22,335	
would be required with the	opening	of McGavock.	*Difference	4,338	

TRANSPORTATION ELEMENTARY SCHOOLS

Separate tables for transportation for elementary schools are not included in this section. The basic data is provided in other tables in this report as follows:

PLAN	TABLE	TOTAL ELEMENTARY TRANSPORTED
School Board present	Appendix 2	11,500
School Board proposed	Appendix 2	12,312
Plantiff Plan 1	No Table	25,500
Plantiff Plan 2	No Table	27,000
HEW Plan A	Table 4	22,065

VII.

OTHER RECOMMENDATION

FACILITIES

During the past several months the School Board has had a Special Study Group of educational experts analyzing its school program, especially its facilities, and projecting long-range plans for the development of facilities. On April 8, 1971, this group presented a preliminary report to the School Board and indicated that only minor editorial changes would probably be made before delivery of the final report about June 1, 1971.

The report classified existing facilities into four categories and listed facilities in each category. The classifications and numbers of schools in each group are: Unacceptable - 24; Inadequate - 54; Adequate - 45; and Excellent - 16. Of necessity, the Board will have to continue to use for some time most of the facilities in both the Unacceptable and Inadequate categories. However, in the plan proposed by the H.E.W. team, in the Unacceptable group, Clemons Elementary, Pearl Elementary, Elliott Elementary, and Central High are discontinued as educational facilities for pupils. Howard and Jones, both in the Inadequate group, are also discontinued. As it became obvious to the HEW Team that some inner city schools could be discontinued, it relied heavily upon the results of the study of facilities made by the Special Study Group in determining which schools it would recommend for closing.

The H.E.W. Team believes that its Plan A is consistent with the recommendations for new facilities made by the Study Group, especially as it relates to new high schools. The Team agrees that there is immediate need for new comprehensive high schools north of the Cumberland River. These schools would have to be located in areas which would accomplish the objective of desegregation for the foreseeable future. Although a building program south of the River does not appear as urgent in terms of desegregation, as additional new facilities would allow the closing of the poor facility at Pearl High School and would present a more adequate long range plan of desegregation.

The H.E.W. team recommends to the court that a building program be allowed as soon as the School Board can present plans for additional facilities, along with proposed attendance zones, which will adequately desegregate schools for the foreseeable future.

CURRICULUM

"Research, as well as common sense tells us it is more economically feasible to operate a smaller number of large High Schools than it is to operate more than twice that number of smaller High Schools that have diverse vestments."

The H.E.W. Team, studying desegregation plans for the school district, agrees wholeheartedly with this statement made by the special group of educational experts reporting on their proposals for the long range development of the Metro Nashville School District. Even though it is true that the fewer the number of High Schools the greater the number of pupils eligible for transportation, the economic principle still applies.

The greatest advantage, however, is in the provision of greater educational opportunity. In a small High School only a bare minimum of courses can be offered. Of necessity these are usually restricted to those courses which will enable graduating pupils to enter college.

With larger numbers of pupils there are usually enough students of almost any special interest to warrant providing courses that will meet this special interest. In smaller schools this can not be done simply because of the prohibitive cost of providing teachers for two or three pupils who may have a special interest.

The H.E.W. Plan A proposal for desegregation reduces the number of present High Schools by five. The schools remaining range in size from 244 at Joelton to 2160 at McGavock with the greatest number of schools having 1100 or 1200 pupils. This reduction in number of schools is in the direction proposed by the Special Study Committee which proposes that the numbers should be reduced to six or eight. With schools of this size, more than twice that of most of the present schools, and with facilities for a comprehensive program there should be little difficulty in providing almost uniform opportunity for educational programs in all schools. With small schools, however, all schools must provide relatively meager course offerings. In both the present and future schools a pupil who wishes a special curriculum not offered in his own school should be granted special permission to attend the school which provides the program he desires.

Notable examples of such programs are Hume-Fogg, an open enrollment school which provides special vocational training opportunities, and McGavock which will provide such courses when it opens. Hume-Fogg, now well desegregated, should continue its open enrollment policy and McGavock should be permitted to operate on a similar policy being limited only by capacity.

Schools which have special programs not provided in other schools should have a similar open enrollment policy or at least a policy permitting attendance at a school on condition that the pupil arrange for his own transportation. Care must be exercised that the pupil have a legitimate interest in the special course offering and not use the policy simply as a means to transfer to another school. One means of restricting possible abuse of course transfer privileges would be to require that courses be offered in a school if thereis a demand by some number of pupils, for example #15, for that course. The H.E.W. Team feels that such a policy is a better procedure than one which requires all schools to provide identical course offerings. The school system should develop, for court approval, a policy on transfers somewhat as follows:

"A High School pupil legitimately desiring courses not offered in hiw own school may transfer to another school where such courses are offered provided there is not sufficient demand in his own school for such courses and provided there is room for him in such courses in the school which he seeks to attend and provided he furnishes his own transportation except to Hume-Fogg where transportation will be provided at School Board expense."

At the Junior High and Elementary School levels there are few if any differences in educational programs for all pupils. If there are such differences, most of them will be overcome by the desegregation proposal made in the H.E.W. Plan. There are several special programs such as education for the physically handicapped and federally financed programs for educationally deprived pupils in designated low-income schools. With changes in school attendance assignments for pupils, the physical location of some of these programs may have to be changed but most of the programs themselves for the designated pupils should be possible of continuance without difficulty. A special problem may develop in the "follow through" program. If it does, the school system should be encouraged to present these problems to the court, along with a plan for resolution of the difficulty, for special action. The same opportunity should be provided for other special programs and special curriculum areas.

APPENDIX 1.

[illegible]
Nashville 37203

Chambers of
L. Clure Morton
District Judge

April 2, 1971

Dr. John Lovegrove
Equal Educational Opportunities Program
United States Office of Education
Room 550
50 Seventh Street, N.E.
Atlanta, Georgia 30323

Dear Doctor Lovegrove:

In accordance with our telephone conversation, you are officially requested to provide the services of your organization in connection with the proceedings in the United States District Court for the Middle District of Tennessee, Nashville Division, in the case of Robert W. Kelley, et al. and Henry C. Maxwell, Jr., et al. vs. Metropolitan County Board of Education of Nashville and Davidson County, Tennessee, et al., Nos. 2094 and 2956.

In particular you are requested to advise with the Court and furnish the Court such information as is pertinent, including but not limited to the following:

1. Such analyses as are proper under the circumstances, both of the circumstances that exist in Nashville with reference to the school integration problem and the analysis of the plan presented by the Metropolitan School Board and the plaintiffs for integration.

2. The best practical plan or plans that can be suggested in connection with the school integration problem.

3. Such summary as may be helpful in the ultimate determination of the issues in this case.

Yours very truly,

L. Clure Morton
L. Clure Morton
United States District Judge

LCM/eh

APPENDIX 3

SUGGESTIONS FOR PLAN IMPLEMENTATION

Successful implementation of desegregation plans largely depends upon local leadership and good faith in complying with mandates of the Courts and the laws upon which the Courts act. The following suggestions are offered to assist local officials in planning for implementation of desegregation orders.

Community

1. The Superintendent and Board of Education should frankly and fully inform all citizens of the community about the legal requirements for school desegregation and their plans for complying with these legal requirements.

2. The Board of Education should issue a public statement clearly setting forth its intention to abide by the law and comply with orders of the Court in an effective and educationally responsible manner.

3. School officials should seek and encourage support and understanding of the press and community organizations representing both races.

4. The Board of Education, or some other appropriate governmental unit, should establish a bi-racial advisory committee to advise the Board of Education and its staff throughout the implementation of the desegregation plan. Such committee should seek to open up community understanding and communication, to assist the Board in interpreting legal and educational requirements to the public.

5. The Superintendent should actively seek greater involvement of parents of both races through school meetings, newsletters, an active and bi-racial P.T.A., class meetings, parent conferences, and through home visits by school personnel.

6. The Superintendent and Board of Education should regularly report to the community on progress in implementing the desegregation plan.

School Personnel

1. The Superintendent should provide all personnel copies of the desegregation plan and arrange for meetings where the personnel will have an opportunity to hear it explained.

2. The Board of Education should issue a policy statement setting forth in clear terms the procedures it will follow in reassignment of the personnel (see section on Desegregation of Staff).

3. Assignments of staff for the school year should be made as quickly as possible with appropriate followings by school principals to assure both welcome and support for personnel new to each school. Invitations to visit school before the new school year begins should be offered.

4. The Superintendent should see that a special orientation program is planned and carried out for both the professional and non-professional staffs (including bus drivers, cafeteria workers, secretaries and custodians) preparatory to the new school year. He should make every effort to familiarize new and reassigned staff with facilities, services and building policies, and prepare them to carry out their important role in a constructive manner. The Superintendent should direct each principal to see that each teacher new to a school is assigned for help and guidance to a teacher previously assigned to that school. Each such pair of teachers should have an opportunity to meet before the school year actually begins.

5. The Superintendent should arrange an in-service training program during the school year to assist personnel to resolving difficulties and improving instruction throughout the implementation period. Help in doing this is available from the Equal Educational Opportunities Center, University of Tennessee, College of Education, 224 Hanson Hall Knoxville, Tennessee 37916.

6. It is important that, through personal observations, students see that non-professional service positions in their schools are not for members of one race and that harmonious working relationships can exist between members of both races. The Superintendent and Board of Education should therefore take all necessary steps to assure that all staffs are bi-racial.

Instructional Program

1. Each principal should be required to appoint bi-racial faculty committees to study and, as necessary, revise each area of the curriculum to assure better learning opportunities for all students. This should become a continuous activity to each school and throughout the district.

2. Student evaluation policies and procedures should be reviewed continuously for areas in need of improvement and adjustment to encourage the educational growth and motivation of students.

3. Remedial programs in reading and mathematics skills, as appropriate, should be introduced and/or expanded for all students in need of special help. Such a program should supplement regular course offerings and assignments of students.

4. Grouping procedures should be reviewed and revised as necessary to assure they support the spirit as well as letter of desegregation plan the district has accepted responsibility for implementing in good faith.

5. Participation in extracurricular activities by students of both races should be actively encouraged by administrators and teachers as a means for developing school spirit and a feeling of belonging.

6. School organizations - student government, cheerleaders, musical organizations, athletic teams must be operated on a non-discriminatory basis and should include students of both races.

7. Guidance counselors should be oriented and urged to plan a leading role in successful implementation of the desegregation plan.

8. The curriculum should be reviewed and, as necessary, revised to provide recognition of Negro history, culture and contributions to our society. Library books which deal with such subjects should be added to school book collections.

9. Vocational education offerings should be reviewed and improved as a means of providing students of both races with education relevant to vocational interests and as a means of reducing dropouts.

10. Headstart or similar preschool programs for children of both races should be implemented.

11. Use of Federal and State education funds should be planned comprehensively for maximum educational benefit to all eligible children.

STUDENTS

1. The Superintendent should direct each principal to hold special orientation programs welcoming students who will be new to a school, before the regular school year begins.

2. The Superintendent should direct each principal to see that students are frankly and fully informed about the desegregation plan and their responsibilities to help carry it out. Each principal should seek to establish rapport and communication links with new students to encourage mutual understanding and confidence.

3. The Superintendent should direct each principal to establish a student-faculty human relations committee representing both races to aid in the successful implementation of desegregation.

4. All school staff and members of the student body should exert extra effort to assure the full participation of all students of both races in extra-curricular programs, including when appropriate the provision of a "late bus" for those staying after school to participate in such programs.

5. Each principal should request teachers to make themselves available to students outside of regular class for counseling and extra instructional help.

APPENDIX 4

Alternative Secondary School Plans

RESOURCES FOR ASSISTANCE

In addition ot the regular resources for assistance available to school officials, districts developing or carrying our plans of desegregation in Tennessee may call upon the following agencies for help:

Mississippi Educational Services Center
Mississippi State University
State College, Mississippi 39762

Phone: (601) 325-3917

Educational Opportunities Planning Center
224 Hanson Hall
University of Tennessee
Knoxville, Tennessee 37916

Phone: (615) 974-2217

Florida School Desegregation
Consulting Center
University of Miami
Coral Gables, Florida 33146

Phone: (305) 284-3213

METRO NASHVILLE SCHOOL DISTRICT

PLAN A - 2 - JUNIOR HIGH SCHOOLS

The Court Order requested alternative plans. Plans A2 and A3 for Junior High Schools are different plans, but, like Plan A1, each is tied to Plan A for Senior High Schools.

Under Plan A2-J.H., Cumberland (7-9) -- North (10-12), will be paired as in Plan A1-J.H. Also as in Plan A1-J.H. existing zones will be modified so that some of the students presently attending Wharton Junior High, will be zoned into Cumberland and part of North Junior High School students will be zoned into Wharton. North will be discontinued as a Junior High School.

Plan A2-J.H. will include two non-contiguous arrangements with the remaining part of the old North zone (involving some 248 black and 15 white students) being non-contiguously assigned to Hillwood Junior High School and a northwest sector of Hillwood (consisting of some 303 white students) being assigned to Wharton.

All other features of Plan A1-J.H. for both Junior and Senior High Schools in the area North of the Cumberland River and for the Senior Highs South of the river are retained in this plan. However, all other Junior Highs will have their own zones for grades 7-9. These zones differ in several instances from those now in use and are identified on the map overlay for this plan. Table 47 provides individual building information.

TRANSPORTATION

Plan A2-J.H. and Plan A-High School will involve transporting approximately 24,344 students. This is an increase of approximately 2,000 above the number proposed by the school board to be transported.

Since a natural transportation increase can be expected with the opening of McGavock (not projected in school board plan), the actual transportation increase for High School and Junior High students, above that proposed by the school board, can be estimated at approximately 500. Using the school district's approximate transportation cost figure ($46 per student), this would increase transportation costs approximately $23,000, excluding the cost of additional buses.

TABLE-4- 8

COMPOSITE BUILDING INFORMATION FORM

PLAN A - 2 JUNIOR HIGH SCHOOLS

DATE____________________

Name of School	Grades	Capacity		Students			Staff			%N Comment
		Perm.	W/Ports.	W	N	T	W	N	T	
Bass	7-9	783	864	643	239	882				27.1
Hillwood	7-9	1998	2160	864	249	1113				22.4
Bellvue	7-9	972	972	490	15	505				3
Moore	7-9	918	972	945	150	1095				14
West End	7-9	720	774	500	271	771				35
Wharton	7-9	1590	1590	369	518	887				58.4
Washington	7-9	1485	1485	113	696	809				86
Rose Park	7-9	729	729	166	469	635				74
Cameron	7-9	1350	1350	671	565	1235				45
Wright	7-9	1107	1134	1135	141	1276				11
McMurray	7-9	1161	1161	1121	45	1167				4
Apollo	7-9	972	1296	1197	28	1225				2
Donelson	7-9	1404	1593	1559	39	1598				2
Two Rivers	7-9	1350	1728	1145	12	1157				1
DuPont	7-9	648	524	33	557					6
Neely's Bend	7-9	837	999	717	731					2
Goodlettsville	7-9	945	1404	809	15					2

TABLE ~~6~~ 5

COMPOSITE BUILDING INFORMATION FORM

PLAN A - 2 JUNIOR HIGH SCHOOLS

DATE________________

Name of School	Grades	Capacity		Students			Staff			%N
		Perm.	W/Ports.	W	N	T	W	N	T	Comments
Litton	7-9	1566	1620	1180	118	1298				9
Bailey	7	648	648	450	225	675				68
Meigs	8-9	999	999	635	340	975				35
Highland Heights	7-9	918	918	550	328	878				37
Ewing Park	7-9	918	918	704	392	1096				36
Cumberland Park	7-9	864	1134	521	461	982				46.9
Joelton	7-9	756	756	364	0	364				0
East	9	1890	1890	265	110	375				29

METRO NASHVILLE SCHOOL DISTRICT

PLAN A3 - JUNIOR HIGH SCHOOL

Plan A-3 J.H. differs from Plan A-2 J.H. in that two Cluster Zones, each containing three schools, will be formed South of the River. These schools served separate 7-9 zones in Plan A-2 J.H. The schools within each cluster zone will have one school designated as the 7th grade center for the entire zone. The cluster zone will subsequently be subdivided for the 8-9th grade students who will attend the remaining two schools. One cluster zone includes Washington (7), West End (8-9) and Bass (8-9), and the other consists of Wright (7), Rose Park (8-9) and Cameron (8-9). This latter cluster is also included in Plan A-1 J.H.

In order to effect these clusters, an eastern sector of the old Hillwood zone involving some 115 white students will become the non-contiguous part of the Wharton zone. The part of the old Hillwood zone (303 white students) which was zoned into Wharton under Plan A-1 J.H. is zoned into the Bass cluster under this Plan. The same sector of the old North zone will become a non-contiguous part of the Hillwood zone.

All other features of Plan A-1 J.H. would be retained.

Table ~~5~~ 9 provides individual building information for all junior high schools in the System under Plan A-3 J.H. However, enrollment projections for the schools affected by these changes from Plan A-2 are the following:

School	Grade	W	B	T	% Negro
Washington	7	564	424	988	43
West End	8-9	580	394	974	40
Bass	8-9	548	454	1002	45
Wright	7	614	370	984	38
Rose Park	8-9	487	339	826	41
Cameron	8-9	741	391	1132	35
Hillwood	7-9	761	249	1010	25
Wharton	7-9	167	518	685	76

TRANSPORTATION

Plan A-3 J.H., together with Plan A High Schools, will require transporting approximately 26,663 High School and Junior High School students. This is an increase of approximately 4,328 above the number to be transported under the Board's plan.

Since a natural transportation increase can be expected with the opening of McGavock (not projected by School Board Plan), the actual transportation increase over that proposed by the school board can be estimated at approximately 2828. Based on the school district's estimate of per pupil transportation cost ($46 per student), this would involve an increased expenditure of approximately $130,088 for High School and Junior High School's transportation, not including capital expenditures for buses.

TA. . 9

COMPOSITE BUILDING INFORMATION FORM

PLAN A-3 JUNIOR HIGH SCHOOLS

DATE____________________

Name of School	Grades	Capacity		Students			Staff			Comments
		Perm.	W/Ports.	W	N	T	W	N	T	
Bass	8-9	783	864	548	454	1002				45
Hillwood	7-9	1998	2160	761	249	1010				25
[illegible]	7-9	972	972	490	15	505				3
[illegible]	7-9	918	972	945	150	1095				14
[illegible] End	8-9	720	774	570	394	974				40
[illegible]	7-9	1590	1590	167	218	[illegible]				76
[illegible]ton	7	1485	1485	[illegible]	424	[illegible]				12
[illegible]	8-9	729	729	457	339	[illegible]				41
[illegible]	8-9	1350	1350	741	391	1132				[illegible]
[illegible]	7	1107	1134	614	270	984				33
McMurray	7-9	1161	1161	1121	46	1167				4
[illegible]	7-9	[illegible]	[illegible]	[illegible]	33	[illegible]				2
[illegible]	7-9	1404	1593	1559	39	1598				2
Two Rivers	7-9	1330	1728	1145	12	1157				1
DuPont	7-9	648	324	33	557					6
Neely's Bend	7-9	837	919	717	721					2
Goodlettsville	7-9	945	1404	909	15					2

TABLE 9

COMPOSITE BUILDING INFORMATION FORM

PLAN A-3 JUNIOR HIGH SCHOOLS

DATE__________________________

[illegible] of School	Grades	Capacity		Students			Staff			[illegible] Comments
		Perm.	W/Ports.	W	N	T	W	N	T	
Litton	7-9	1566	1620	1180	118	1298				9
[illegible]	7	648	648	450	225	675				[illegible]
[illegible]	8-9	999	999	635	340	975				35
[illegible] Heights	7-9	918	918	550	328	878				[illegible]
[illegible] Park	7-9	918	918	704	[illegible]	[illegible]				[illegible]
Cumberland Park	7-9	864	1134	521	461	982				46.9
[illegible]	7-9	756	735	364	0	364				[illegible]
[illegible]	9	1890	1290	265	110	375				[illegible]

METRO NASHVILLE SCHOOL DISTRICT

PLAN B

HIGH SCHOOLS AND JUNIOR HIGH SCHOOLS

INTRODUCTION

Plan B is basically a zoning plan with the exception of the pairing of Litton (7-9) and Stratford (10-12), and the clustering of Bailey (7), Meigs (8-9) and East (9-12). Major modifications were made in the grade structure of several schools South of the Cumberland River in anticipation of the activation of the new McGavock school.

Under Plan B, 6 of the 44 schools (12%), will operate with majority Black student bodies. Three of these schools will be at least 95% Black. Thirty-eight of the schools will operate with a majority white student body. Thirty-three percent of the black students will attend schools within a 15-35% Black ratio. Twelve schools (27%) will operate within a 15-35% Black ratio.

Under this Plan, no all Black schools will exist and only 4% of the Black students will attend schools where they will be in a 5% or less minority. However, twenty-one percent of the Black students will attend schools that are in excess of 95% Black.

HIGH SCHOOL

High School Plan B is basically a zoning plan with the exception of the pairing of Stratford (10-12) and Litton (7-9).

Plan B proposes the closing of the Central School, the opening of the new McGavock High School and the changing of Two Rivers, Donelson and Cameron to Junior High Schools. Hume Fogg High School remains as a special Vocational School open to any student in the Metro District desiring to attend. Enrollment figures shown on the Composite Building Information Forms (Table ~~6~~) reflect the total number of students living in the specific zones and does not allow for those students who might choose to enroll at Hume Fogg. New zone lines have been designed for most of the High Schools to maximize desegregation.

JUNIOR HIGH SCHOOL

The [illegible] of the pairing of Meigs (8-9), Bailey (7), and East [illegible]. The [illegible] Meigs-Bailey-East zone is subdivided for 9th grade students with approximately half of the 9th grades assigned to Meigs and the other half to East. Litton is changed to a Junior High School (7-9) and paired with Stratford (10-12). Two Rivers, Donelson and Cameron are changed to Junior High Schools (7-9), a change permitted by the opening of McGavock High School. Howard and Central are closed. New zone lines have been designed for most of the Junior High Schools to maximize desegregation.

The ninth grade has been removed from Cohn and its students assigned to other schools in the [illegible]. The ninth grade has also been removed from [illegible] School, a change made possible by the opening of [illegible] School. Individual Building Information is given on Table 11.

Elementary School

No Plan B for the elementary school is offered by the H.E.W. team.

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Table ~~6~~ 10

COMPOSITE BUILDING INFORMATION FORM

DATE:____________________

HIGH SCHOOL PLAN B

Name of School	Grades	Capacity		Students			Staff			% N
		Perm.	W. Ports.	W	N	T	W	N	T	Comments
Joelton	11-12	756	756	243	1	244				.4
Goodlettsville	10-12	945	1404	509	12	521				2.3
Madison	10-12	1107	1107	1117	24	1141				2.1
Maplewood	10-12	1215	1215	846	233	1079				22
Stratford	10-12	1215	1296	1159	108	1267				8.5
East	10-12	1890	1890	960	520	1480				35.2
Cumberland	10-12	864	1134	349	162	511				32
North	10-12	1134	1350	45	586	631				93
Pearl	10-12	1377	1377	5	832	837				99.4
Cohn	10-12	1215	1215	806	248	1054			.	23.5
Hillwood	10-12	1998	2160	1069	174	1243				14
Hillsboro	10-12	1215	1215	1004	305	1309				23.3
Overton	10-12	1296	1431	1242	183	1425				13
Glencliff	10-12	1107	1107	1158	50	1208				4.2
Antioch	10-12	1161	1242	945	40	985				4.1

COMPOSITE BUILDING INFORMATION FORM

HIGH SCHOOL PLAN B

DATE:________________________

Name of School	Grades	Capacity		Students			Staff			Comments
		Perm.	W. Ports.	W	N	T	W	N	T	
McGavock	10-12	2400	2400	1822	387	2209				18
DuPont	10-12	918	945	736	31	767				4
No registration figures; open Hume Fogg enrollment in school		1512	1512							
Bellvue	10-12	972	972	408	14	422				3.3

Table 7- 11

COMPOSITE BUILDING INFORMATION FORM

DATE:____________________

JUNIOR HIGH PLAN B

Name of School	Grades	Capacity		Students			Staff			% N
		Perm.	W. Ports.	W	N	T	W	N	T	Comments
Bass	7-9	783	864	643	239	882				27.1
Hillwood	7-9	1978	2160	1156	1	1157				0
Bellvue	7-9	972	972	490	15	505				3
Moore	7-9	918	972	945	150	1095				14
West End	7-9	720	774	500	271	771				35
Wharton	7-9	1590	1590	8	603	611				99
North	7-9	1134	1350	74	498	572				87
Washington	7-9	1485	1485	113	696	809				86
Rose Park	7-9	729	729	166	469	635				74
Cameron	7-9	1350	1350	671	565	1236				45
Wright	7-9	1107	1134	1135	141	1276				11
McMurray	7-9	1161	1161	1121	46	1167				4
Apollo	7-9	972	1296	1197	28	1225				2
Donelson	7-9	1404	1593	1559	39	1598				2
Two Rivers	7-9	1350	1728	1145	12	1157				1

Table 2 //

COMPOSITE BUILDING INFORMATION FORM

JUNIOR HIGH PLAN B

DATE: ____________________

Name of School	Grades	Capacity		Students			Staff			% N Comments
		Perm.	W. Ports.	W	N	T	W	N	T	
DuPont	7-9	648	648	524	33	557				1
Neely's Bend	7-9	837	999	717	14	731				6
Goodlettsville	7-9	945	1404	809	15	824				2
Litton	7-9	1566	1620	1180	118	1298				9
Bailey	7	648	648	450	225	675				33
Haiga	8-9	999	999	635	340	975				35
Highland Heights	7-9	919	918	550	328	878				37
Ewing Park	7-9	918	918	704	392	1096				36
Cumberland	7-9	864	1134	515	126	641				20
Joelton	7-9	756	756	364	0	364				0
East	9	1890	1290	265	110	375				29

PLAN B HIGH SCHOOL AND JUNIOR HIGH

Transportation
Proposed Plan B for the High Schools and Junior High Schools would increase transportation by approximately 1146 over the number currently shown by the school district as being transported. This is approximately 796 above the number in the School Boards proposed plan; however, since they did not consider the opening of the McGavock School, in their plan, the implementation of this plan should not result in increased transportation.

Increases in transportation figures are due primarily to the opening of McGavock, the closing of Central, the changing of the Two Rivers, Cameron and Donelson to Junior High Schools and the pairing of Stratford and Litton.

Pupils

1. Six of the 44 schools would operate with 50% or above black students.
2. Twelve of the schools would operate within a 15-35% black ratio.
3. Sixteen of the schools would operate with 95% or above white students.
4. Thirty-five per cent of the schools would operate with 75% or above black students.
5. Approximately 23,131 students would be transported under this plan.

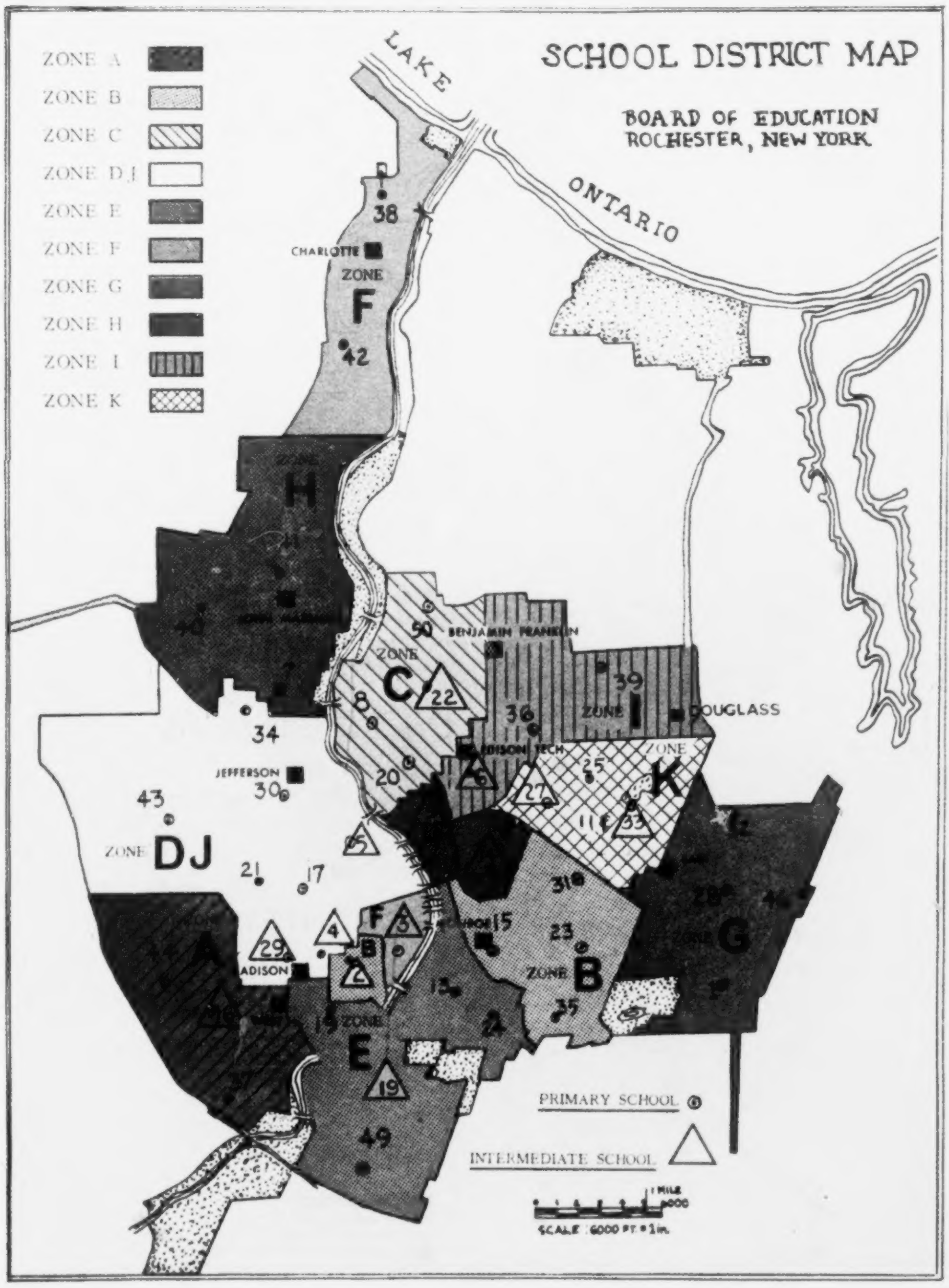
FILMED FROM BEST AVAILABLE COPY

FROM DR. JOHN FRANCO

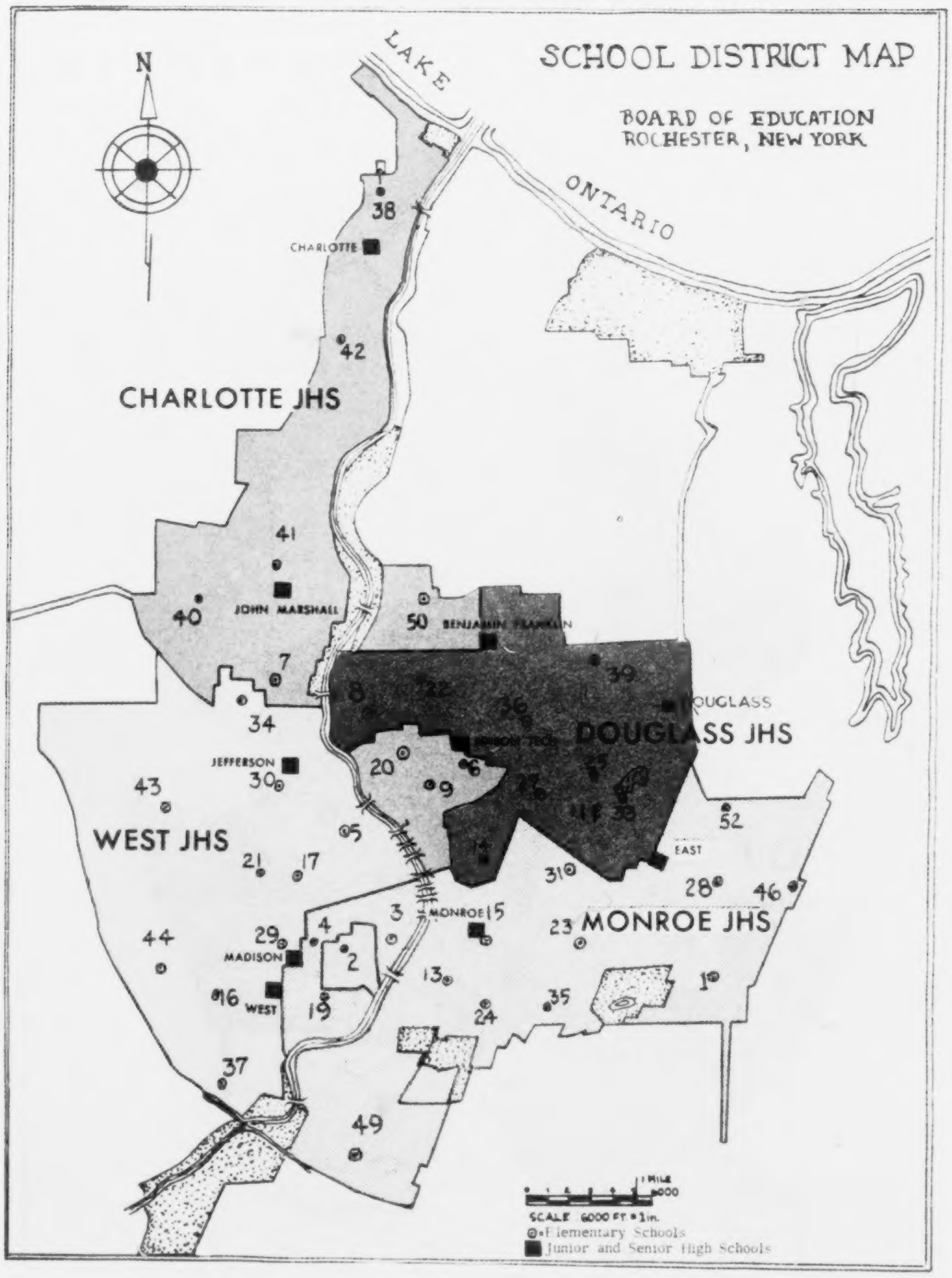
GROWTH OF MINORITY POPULATION
IN ROCHESTER PUBLIC SCHOOLS
SINCE 1963

		1962-63	1970-71
Elementary School Population	Total	24,407	28,500
	Minority	5,862	11,402
	%	24%	40%
Secondary School Population	Total	17,386	17,000
	Minority	1,591	5,683
	%	9.2%	33.4%
K-12 Population	Total	41,793	45,500
	Minority	7,453	17,085
	%	17.8%	37.5%

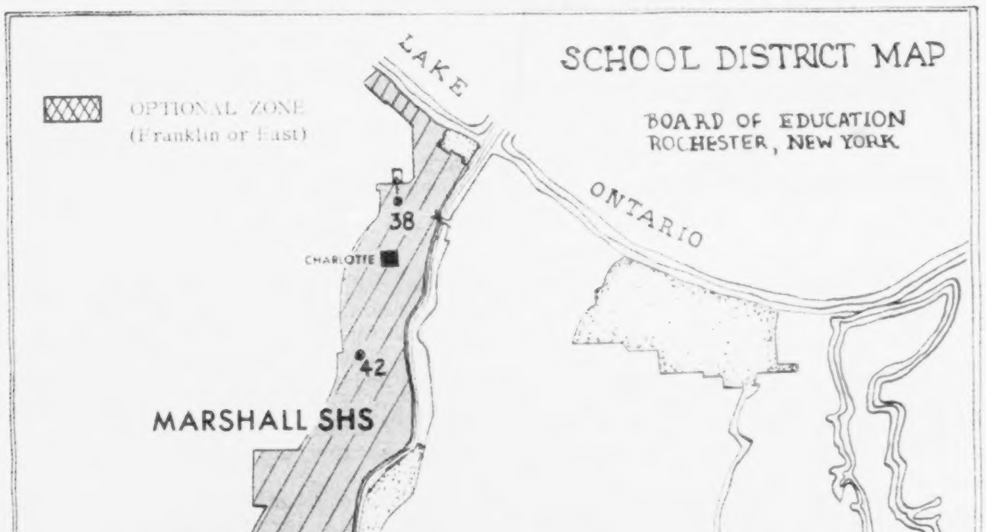
ELEMENTARY SCHOOLS - ENLARGED HOME ZONE PLAN (K-3; 4-6)


SCHOOL DISTRICT MAP
BOARD OF EDUCATION
ROCHESTER, NEW YORK
LAKE
ONTARIO
ZONE A
ZONE B
ZONE C
ZONE D J
ZONE E
ZONE F
ZONE G
ZONE H
ZONE I
ZONE K
38
CHARLOTTE
ZONE F
42
ZONE H
50
BENJAMIN FRANKLIN
ZONE C
22
8
20
39
36
ZONE I
DOUGLASS
EDISON TECH
6
27
25
ZONE K
11
33
34
JEFFERSON
30
43
ZONE DJ
21
17
5
F
3
4
29
MADISON
B
2
15
31
23
ZONE B
35
28
46
ZONE G
A
ZONE E
19
49
PRIMARY SCHOOL
INTERMEDIATE SCHOOL
1 MILE
SCALE 6000 FT. = 1 in.

JUNIOR HIGH SCHOOLS (GRADES 7, 8)


SCHOOL DISTRICT MAP
BOARD OF EDUCATION
ROCHESTER, NEW YORK
N
LAKE
ONTARIO
38
CHARLOTTE
42
CHARLOTTE JHS
41
40
JOHN MARSHALL
50
BENJAMIN FRANKLIN
7
8
22
36
39
DOUGLASS
DOUGLASS JHS
34
JEFFERSON
30
20
6
9
43
WEST JHS
5
21
17
11
33
52
EAST
31
28
46
3
MONROE
15
4
29
MADISON
2
44
16
WEST
19
23
MONROE JHS
13
35
24
1
37
49
1 MILE
6000
SCALE 6000 FT. = 1in.
Elementary Schools
Junior and Senior High Schools

SENIOR HIGH SCHOOLS (GRADES 9, 10, 11, 12)


SCHOOL DISTRICT MAP
BOARD OF EDUCATION
ROCHESTER, NEW YORK
OPTIONAL ZONE (Franklin or East)
LAKE
ONTARIO
MARSHALL SHS
FRANKLIN SHS
JEFFERSON SHS
MADISON SHS
EAST SHS
CHARLOTTE
JOHN MARSHALL
BENJAMIN FRANKLIN
DOUGLASS
EDISON TECH
JEFFERSON
MONROE
EAST
MADISON
WEST
38
42
41
40
50
7
34
30
43
21
17
44
29
4
2
16
19
37
49
8
22
36
39
20
9
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11
33
52
5
3
14
31
28
46
15
23
13
24
35
1
SCALE 6000 FT = 1 in.
1 MILE
Elementary Schools
Junior and Senior High Schools

9144

CITY SCHOOL DISTRICT
ROCHESTER, NEW YORK

DIVISION OF
PLANNING AND RESEARCH

DECEMBER 1970

AN ABSTRACT OF
A THREE YEAR LONGITUDINAL STUDY TO ASSESS THE FIFTEEN POINT PLAN

FIFTEEN POINT PLAN: PURPOSE

Two overriding goals characterized the Fifteen Point Plan, a plan approved by the Board of Education in early 1967. They were the reduction of racial isolation in the schools and the provision of quality integrated education for all children. Though not stated in these goals, but nonetheless a vital feature of the plan, was an experiment involving pupils in compensatory education as well.

The design formulated for evaluating the plan featured a longitudinal approach in which the effects of various school programs on pupil growth were assessed. The time span assigned for evaluating the plan was the three year period extending from September 1967 through June 1970. This article is an abstract of the comprehensive evaluation report completed by the District's Division of Planning and Research in the Fall of 1970.

PROGRAM ASSESSMENT

Three phases of the Fifteen Point Program were assessed and reported. They involved the scholastic growth of pupils who participated in the following classroom settings:

(1) *COMPENSATORY EDUCATION:* The reduction of class size (15-18 pupils per teacher and teacher aide) and the institution of compensatory services at School No. 3, a primary school having a virtually total black pupil enrollment

(2) *INTEGRATION-OUT:* The transfer of the School No. 3 intermediate grade (4-6) pupils to several receiving schools having exclusively white enrollees

(3) *INTEGRATION-IN and INTEGRATION-OUT:* The Expanded Open Enrollment Program at the "enriched" Experimental School No. 2 that brought white pupils into an inner city school setting and provided for inner city pupils to transfer voluntarily to outer city schools.

Comparisons were made between groups of pupils representing each of the above emphases. In addition, the scholastic growth of black pupils involved in these approaches was contrasted with that of similar black pupils enrolled in segregated classes (control classes). Moreover, the performance of white pupils was also included for certain comparisons.

PUPIL POPULATION

Overall, pupils enrolled at twenty-two elementary schools were involved in features of the Fifteen Point Plan. For program evaluation, however, the performance of pupils enrolled at only eleven schools was appraised in the data analysis. Although most of the pupils whose performance was assessed were black pupils, the scholastic growth of white pupils enrolled in the various classroom settings was also submitted to statistical analysis. Specifically, the performance of white pupils who transferred from their predominantly white neighborhood schools to attend classes at the inner city school were compared with their former school counterparts and, whenever feasible, with their new classmates.

For all groups, pupil mobility adversely affected sample size for each of the components analyzed. This became true during the third and final year when many of the original pupil participants had then shared in a variety or combination of educational experiences. Except for one grouping, only those pupils who had been involved for two or three consecutive years in their *compensatory*, *integrated*, or *segregated* classes were included. The lone exception delineates groups of pupils who had two years of segregated classroom experiences followed by a year of integrated experiences at the Experimental School; these groups are clearly identified in the report (Questions Seven and Eight).

PUPIL VARIABLES ASSESSED

For this study, scholastic growth was equated to three pupil variables. They were pupil achievement, measured by various standardized tests; pupil school attendance, expressed as the number of days students were absent from school from September through June; and teachers' perceptions of pupils' social growth and work habits. For the latter, the perceptions were translated to a numerical scale ("1" excellent to "5" poor). Both pupil attendance and teacher perceptions were recorded for each of the final two years covered in the study. However, pupil achievement for each group was viewed for the full two or three years of the treatment period and was assigned greater value than the other two variables in the data analysis. Tables showing the comparisons of pupils involved in the various approaches are presented in the Appendix of the Final Report.

STATISTICAL METHODS AND PROCEDURES

If groups being compared appeared to be similar on pretest reading measures, t-tests were computed for the statistical analyses. When there was not a satisfactory pretest match, a one-way analysis of covariance was substituted. These statistical procedures were used to help provide answers to the nine research questions raised in the study. Moreover, the .05 level of confidence was established as acceptable for determining the significance for any one analysis.

All standardized posttests for pupils in Grades 2 through 6 were administered in May 1970. Pupils involved for three years were pretested near the beginning of the 1967-68 school year while the two year participants were given pretests in early October 1968. (Amplification of the statistical procedures and the listing of standardized instruments are presented in the Final Report.)

FINDINGS

1. Black pupils enrolled in *segregated* classes at the school having enriched emphases were not appreciably different in their scholastic performance from similar pupils enrolled in *segregated* classes at control schools.

2. Black pupils enrolled in *compensatory* classes achieved greater scholastic gains than black pupils in *segregated* classes.

3. Black pupils in *integrated* classes tended to show greater achievement gains than black pupils in *segregated* classes.

4. Black pupils in *compensatory* classes achieved as well as black pupils in *integrated* classes.

5. As revealed in the New York State Pupil Evaluation Program results, pupils in *compensatory* classes were the only students of those assessed in the Fifteen Point Program who recorded gains in their mean percentile standing during the first two grades of school.

6. Black pupils enrolled in *integrated* classes at their neighborhood school were not appreciably different in their performance than similar pupils attending classes in outer city schools.

7. There were no appreciable differences in outcomes between white pupils enrolled at an inner city school and white pupils attending their neighborhood schools.

8. Black pupils and white pupils who scored similarly on pretest measures and who attended *integrated* classes tended to have similar outcomes three years later.

9. Black pupils *integrated* at the primary level (Grades K-3) tended to show relatively higher scholastic gains than those black pupils who became *integrated* at the intermediate level (Grades 4-6).

10. Pupils having stability in residency reflected higher achievement outcomes in data obtained from the New York State Pupil Evaluation Program.

11. Black pupils attending *segregated* classes fared least well on the measures used for assessing pupils enrolled in the various components of the Fifteen Point Program.

12. Children who attended schools located in their neighborhood recorded fewer days of absenteeism than those enrolled in schools outside of their residential district.

CAUTIONS

Longitudinal studies of this type are affected by numerous uncontrollable program changes and design limitations. Among those affecting this study in particular were pupil mobility, teacher turnover, teacher differences, program differences, community pressures, and sample sizes. These factors must be kept in mind as the reader reflects upon the findings. While the effort has been made to describe and elaborate each more fully in the comprehensive report, it must be noted that the findings were relevant for a specific population, i.e. children enrolled in selected elementary schools of Rochester, New York during the three school years from September 1967 through June 1970.

NOTE: A copy of the *FINAL REPORT: A THREE YEAR LONGITUDINAL STUDY TO ASSESS A FIFTEEN POINT PLAN TO REDUCE RACIAL ISOLATION AND PROVIDE QUALITY INTEGRATED EDUCATION FOR ELEMENTARY SCHOOL PUPILS* is available through the Division of Planning and Research, City School District, 13 Fitzhugh Street S., Rochester, New York 14614

9148

CITY SCHOOL DISTRICT
ROCHESTER, NEW YORK

AN INTERIM REPORT

ON

A FIFTEEN POINT PLAN TO REDUCE RACIAL ISOLATION

AND

PROVIDE QUALITY INTEGRATED EDUCATION

Herman R. Goldberg
Superintendent of Schools

John H. Griffith
Director of
Planning and Research

Dr. Russel F. Green
Research Consultant

Orrin H. Bowman
Consultant

July, 1969

VII. CONCLUSIONS AND SUMMARY

This is an interim report of the second full year of the Fifteen Point Plan. Evaluation of pupil achievement is expected to continue as an integral part of the program. As demonstrated last year, the majority of comparisons between groups shows no statistical differences. This is not unusual for studies of this type. Over a relatively short period of treatment it is to be expected that unless experimental effects are striking, matched groups will not generally demonstrate large or statistically reliable differences. Differentials in achievement may become more noticeable as the program effects are reinforced with time and through cumulative experiences.

The following tentative conclusions are intended to unite the insights gained through the first two years of the program. As tentative statements they are subject to any change dictated by subsequent analyses. They must be viewed in the perspective from which they emanate--a view which readily admits to the difficulties inherent in attempts to measure overall pupil achievement.

These conclusions are responses to the research questions and follow their sequence.

1. When the achievement of pupils in the Compensatory Educational Program and those of segregated classes in the Experimental School is compared, no conclusive evidence favors either set of educational experiences. The slight margin, however, rests with Compensation. The one comparison between Compensation and the Control School clearly reveals significant advantages favoring Compensation.

   These findings essentially support those of last year's study. What differs is the method of reporting conclusions separately for the two schools having larger class sizes.

Note: Certain unusual stresses which may have had adverse effects upon pupil achievement were identified in the Control School.

2. When the achievement of black pupils in integrated classes of either the enriched inner city school or in outer city schools is compared with Compensation groups, the results do not favor either form of educational experience over the other. This is unlike the 1967-68 conclusions which clearly identified higher achievement for the integrated pupils.

3. A pile up of significant differences at one grade level last year would not permit conclusions to be drawn as to which form of integration experiences yielded greater benefits. Of the comparisons examined this year, the evidence is somewhat more general that those pupils of the Integration-In program achieved at a slightly greater rate than transferees to outer city schools.

4. Eight of nine comparisons between pairs of groups revealed no significant differences between white children who transferred into an inner city school and those attending their neighborhood schools. The one comparison reflecting statistical significance favors the Integration-In group. Last year's conclusion is corroborated - there is no difference of any consequence between these two groups' demonstrated achievement.

5. Within the same school, the educational advantage belongs to those pupils in integrated rather than segregated classes—supporting last year's conclusion. When Integration-In an inner city setting is contrasted with the Control School, the one set of comparisons at the primary level clearly favors the achievement accompanying integration. The results for the intermediate set favor Integration-In, but are less pronounced.

6. Replicating the results of last year, no firm conclusions may be drawn vis a vis the achievement of black pupils in segregated classes of the Experimental School or in integrated classes of the outer city schools. However, the transferees achieved at a greater rate than the Control School's segregated group.

7. When the achievement of resident black pupils of integrated classrooms is compared to that of similar white pupils who either attend the Experimental School or have remained at their neighborhood schools, the few significant differences between the respective groups tend to cancel each other. In short, the groups do not show differential achievement.

   In the one set of measurements comparing black pupils integrated for one as opposed to two years, the two year group achieved significantly higher Reading scores.

8. The achievement of Grade Two pupils segregated at the Experimental school clearly surpasses that of those pupils in segregated classes at the Control School. At the Grade Four level, however, the groups achieved at comparable rates. The two influences i. e. the enriched emphases at the Experimental School and the stresses evidenced at the Control School may have had undetermined impact upon the outcomes.

From data analyzed after two full years of study, it now appears that black pupils who attend integrated classes at their neighborhood school, which has some specially funded enrichment emphases, achieve at a slightly greater rate than children in segregated classrooms, compensatory programs, or those who commute to outer city integrated schools. Pupils of the Compensatory Education Program over the two year period tend to show greater achievement gains than do those of segregated classes of both the Control School and the Experimental School. The two year summation of findings indicates that these pupils, however, gain at a slightly lesser rate than those from the integrated classes of the Experimental School, and at a comparable rate to those transferees to outer city Rochester schools. Pupils, in the two grade levels surveyed at the Control School, more frequently reflect achievement levels which are lower than those of either the Compensatory or Integrated programs. The achievement of white children enrolled at an inner city school is generally not different from that of their home school counterparts; if a difference appears, it seems to favor those who attend enriched inner city school settings.

Of the initial six research questions, the majority of this year's findings support those of the first year's evaluation report. Where this is not so, data are less clear or convincing and mandate an additional year of investigation. Decisions or choices relating to urban educational practices of the future must be predicted on the authority such longitudinal research may permit.

CITY SCHOOL DISTRICT
Rochester, New York

GRADE REORGANIZATION and DESEGREGATION of the ROCHESTER PUBLIC SCHOOLS

A Report to the Board of Education

> "Quality Integrated Education
> is education in which all the
> children of all the people go
> to first rate schools together,
> free of the fears of men."
>
> Herman R. Goldberg
> Superintendent of Schools

December, 1969

9153

GRADE REORGANIZATION AND DESEGREGATION
OF THE
ROCHESTER PUBLIC SCHOOLS

A REPORT TO THE BOARD OF EDUCATION

BOARD OF EDUCATION
ROCHESTER, NEW YORK
(1969)

Mr. Laplois Ashford

Dr. Louis A. Cerulli, Vice President

Mrs. George W. Cooke, President

Mrs. Robert R. Phillips

Mr. Michael W. Roche

December, 1969

Herman R. Goldberg
Superintendent of Schools

9154

CITY SCHOOL DISTRICT
13 FITZHUGH STREET SOUTH
ROCHESTER, NEW YORK 14614
325-4560

HERMAN R. GOLDBERG
Superintendent of Schools

December, 1969

To Members of the Board of Education:

This report has been prepared in response to your resolutions of August 21, 1969, and September 2, 1969, in which you directed me to prepare a plan for the desegregation of the Rochester Public Schools and to present this plan to you by January 1, 1970.

I have worked closely with the Advisory Planning Council on Quality Integrated Education which, as you know, includes representatives of many community groups, the Rochester Teachers Association, and the Elementary and Secondary School Principals Councils. During the period of our deliberations, which has extended for more than two months, the New York State Board of Regents announced a reaffirmation of their earlier policy statement on the importance of integrated schools and urged school boards to act positively to improve education for all children and to ensure that equal opportunity be made available to all.

In order to alert state and federal officials to the need for financial support for these plans, members of the Council have visited with appropriate officials in both the New York State Education Department and the United States Office of Education. They have been assured that priority will be given to school districts that apply for funds for comprehensive integration efforts such as are contained in this report over those districts still in early stages of planning.

While I have met the time limit imposed by your resolutions, I recognize that the Board, as constituted when the resolutions of August 21 and September 2, 1969, were passed, will not have all the same members after January 1, 1970; yet I would ask two things of you: (1) that you transmit this report to the newly constituted Board of Education with a strong statement of your support, and (2) that you continue your interest in the Rochester Public Schools, as I know you will, especially by working with organizations, groups and individuals expressing your support for the translation of these plans into action for which too many people have had to be far too patient much too long.

Sincerely yours,

Herman R. Goldberg

Herman R. Goldberg

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FOREWORD

This report was developed to provide better education for all children, something we are all after. The plans for reorganization of the elementary and secondary schools contained herein have been designed to achieve quality education for all children. Among the specific advantages of the plans are the following:

- Upgrading of the instructional program at all levels
- Reduction of the age and grade span in all schools so teachers may concentrate on the unique needs of children who are closer in age
- Better use of existing school buildings
- Optimum use of specialized teachers
- Improved inner city education
- Achievement of an urban cultural and ethnic balance

In preparing this report, the Superintendent of Schools named 21 organizations broadly representative of the entire community whose memberships later selected delegates and alternates to an Advisory Planning Council on Quality Integrated Education. Formation of this type of citizens' advisory committee was recommended strongly by the New York State Board of Regents in its January 1968 policy statement "Integration and the Schools."

During the past three months, the Advisory Planning Council on Quality Integrated Education has worked closely with the Superintendent of Schools and his staff in the development of the plans. In completing its effort, the Council worked to maximize instructional improvement within a framework of minimal costs, minimal building construction and minimal transportation of students. A review of the report indicates that this effort has been successful. For instance, under the planned reorganization, most children will continue to walk to school. At the primary level, more than ninety percent of the children will walk to school; at the intermediate grade level, more than seventy percent will walk to school. This has been made possible by the attention given to the development of contiguous feeder patterns wherever feasible.

The Advisory Planning Council on Quality Integrated Education has made a Herculean effort and is to be congratulated for the quality and comprehensiveness of its work. Staff from the New York State Department of Education, the United States Office of Education and the Brockport (S.U.N.Y.) Desegregation Institute have been most supportive of the work of the Council. This Council, broadly representative of the Rochester community, includes in its membership the following organizations and individuals:

NAME OF ORGANIZATION	DELEGATE(D) AND ALTERNATE(A)
Chamber of Commerce	D - Worth Holder A - Frank Sibilio
City High School Student	D - Tyrone Saunders
Committee for Expanded School Integration	D - Mrs. William A. Peck A - Mrs. Edward Belcher
Elementary School Principals Council	D - Richard Cavallaro A - Dr. Alice Young
Genesee Valley District PTA	D - Mrs. Wm Thompson A - Edward McCormick, Jr.
Ibero-American Action League	D - Miss Dinorah Rudolph A - Domingo Garcia
League of Women Voters	D - Mrs. Lelia Edwards A - Mrs. Edith Halpern
Model Neighborhood Council	D - George Merida A - Mrs. Amelia Glenn
Monroe County Human Relations Committee	D - William C. Young A - Dr. Juanita Pitts
19th Ward Community Association	D - Dr. Conrad Istock A - Alfred Sette, Jr.
Northeast Area Development and Southside Coalition	D - Mrs. Joseph Kostecke A - Mrs. Duane Gilchrist, Jr.

Office of Urban Ministry	D - Laurence Kirwan
	A - Rev. Perry Fuller
Rochester Council, PTA	D - Stanley Marcus
	A - Mrs. Louise Levy
Rochester Neighborhood School Council	D - James Sims, Jr.
	A - James Brown
Rochester Teachers Association	D - Wilbur Gerst
	A - Daniel Heffernan
Secondary School Principals Council	D - Benjamin Richardson
	A - Norman Morreale
Teen Age League	D - Donald Quigley
	A - Peter Essley
United Federation of Inner City Parents	D - Reecy Davis, Jr.
	A - Richard Harrison
Urban League	D - Mrs. Wyoma I. Best
	A - Charles Jones

Following appointment of the Council on October 6, 1969, Mrs. William Peck was elected Chairman; Mr. Reecy Davis, Jr., Vice-Chairman; and Mrs. Wyoma Best, Secretary. The Council has met weekly for more than two months as a full Council and more often as subcommittees of the Council. These subcommittees included:

1. Reorganization of the Elementary Schools
2. Reorganization of the Secondary Schools
3. Upgrading Inner City Schools
4. Community Contacts
5. Expectations for the Greater Rochester Area

So that the ideas of the many groups and individuals of the sixty-one original applicants for the Council could be transmitted to the Council, the Community Contacts subcommittee set up four sessions of "OPERATION LISTEN" in different parts of the city to receive statements from many interested persons. In addition, two sessions were held with mothers of "**HEAD START**" programs. A number of valuable suggestions from "OPERATION LISTEN" have been received.

Throughout this total effort, there has been a close working relationship of the Council with the Superintendent of Schools and many members of his staff. Long hours were devoted to developing, receiving, checking, and rechecking the necessary data for the report. The instructional advantages of the reorganization plan were thoroughly reviewed by the subcommittees and the full Council and are fully reflected in the report.

While the Advisory Planning Council and City School District staff have been at work on this document, another staff and its lay board has been similarly concerned with the problem of desegregation. During the past few months, the Division of Research of the New York State Education Department has compiled a major report entitled Racial and Social Class Isolation in the Schools. The principal findings of this study are summarized below:

1. *The results of current research clearly indicate that schools isolated on the basis of race may be decidedly harmful to the academic achievement of their students. The evidence indicates that the negative effects of segregated schooling are not a result of racial isolation alone but are a consequence of the dominant social and economic environment of the school and classroom. The problem of racial isolation is a part of the broader problem of social class isolation. Negroes and certain other minority group members are proportionately more disadvantaged because of the close correlation between race and economic status and the continuing and exacerbating influence of residential and school segregation. However, any student - whether he be Negro, Puerto Rican, white, or a member of any other identifiable group - is likely to suffer some degree of underachievement as a result of attendance in schools and classrooms with predominantly lower social and economic status children.*

2. *The studies of more than 50 school integration programs generally substantiate the positive effects of integration reported in the more representative national or regional studies of the issue. Furthermore, these studies show that a wide variety of integration efforts involving transfer programs within the urban setting or busing from urban to suburban areas generally facilitated the educational development of Negro students while white students continued to*

make the usual achievement gains. The evidence further indicates that integration is more effective in promoting educational development among Negro students than is compensatory education in segregated school settings.

3. *The transfer of lower-status students to schools with predominantly upper-status students is most likely to help their education if: (a) transfer occurs continuously beginning in the earliest elementary grades, (b) the proportion of lower-status students in the school is below 30 percent, and (c) the association of lower- and upper-status students occurs within classrooms as well as in the entire school.*

4. *When lower-status students are transferred to schools with predominantly upper-status students, the evidence suggests that continued residence in a lower-status neighborhood will not interfere with the achievement gain that is to be expected as a result of attendance in the school with predominantly upper-status students.*

5. *The findings of national and local studies generally indicate that the integrated school setting has substantial potential for improving interracial understanding among Negro and white students. The development of interracial friendships (made more possible in the integrated school setting) appears to be an important condition in facilitating educational and psychological development among disadvantaged minority group students.*

Based on these findings, the New York State Board of Regents issued a restatement of its policy on integration and the schools earlier this month. In this restatement the Board of Regents committed itself again to the elimination of racial segregation in the schools as follows:

> *We are convinced that the elimination of racial segregation in the schools can enhance the academic achievement of non-white children while maintaining achievement of white children and can effect positive changes in interracial understanding for all children. The latter consideration is paramount. If children of different races and economic and social groups have no opportunity to know each other and to live together in school, they cannot be expected to gain the understanding and mutual respect necessary for the cohesion of our society. The stability of our social order depends, in large measure, on the understanding and respect which is derived from a common educational experience among diverse racial, social, and economic groups - integrated education. The attainment of integrated education is dependent upon the elimination of racial segregation in the schools.*

In its statement, the Board of Regents pointed out that the elimination of racially segregated education is also national policy as follows:

> *The Supreme Court of the United States recently has ruled, in the case of Alexander vs. Holmes County Board of Education, that the segregated schools in Mississippi must be eliminated at once, and that there must be a "Totally unitary school system for all eligible pupils without regard to race or color." While the decision relates to de jure segregation, it affirms the basic philosophy of the Court on the elimination of segregation.*

On December 22, 1969, Commissioner of Education Ewald B. Nyquist, in a letter to the Superintendent of Schools, indicated that the plans being developed would have the highest priority for financial and other types of aid. Dr. Nyquist's letter follows this Foreword.

It is within this context of declared local, state, and national policy that this report has been prepared. As stated recently by John W. Gardner, former Secretary of Health, Education and Welfare and currently Chairman of the Urban Coalition:

> "WE CAN DO THESE THINGS.
> NO ONE CAN DO THEM FOR US."

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12224

Friday
December 19
19 69

Mr. Herman R. Goldberg
Superintendent of Schools
13 Fitzhugh Street
Rochester, New York 14614

Dear Mr. Goldberg:

I have been very pleased to learn of the formation and efforts of the Advisory Planning Council on Quality Integrated Education to assist you in drafting a plan for eliminating racial imbalance in the schools of your city. Mr. Nordos, Administrator of the Division of Intercultural Relations, who was present as an observer when the Council was organized, has been kept informed of its work and the other day spoke to two representatives about the progress that has been made to date, which he found very impressive.

I wish to commend these efforts and to express my hope that a satisfactory plan will be produced and adopted by the Board for early implementation. The position of the Regents, which I strongly support, is set forth in the statements of January, 1968, and December, 1969, under the title Integration and the Schools.

Please be assured that the Education Department will give all the financial and other help it can within available resources. We regard the integration of the schools of Rochester as worthy of the highest priority.

Faithfully yours,

Ewald B. Nyquist

Ewald B. Nyquist
Commissioner of Education

BASIS FOR THE REPORT

On August 21, 1969, and September 2, 1969, the Rochester Board of Education adopted resolutions directing the Superintendent of Schools to prepare a report for the desegregation of the Rochester Public Schools and to present this report to the Board of Education by January 1, 1970. The complete resolutions read as follows:

> August 21, 1969
>
> By Commissioner Phillips -
>
> I move that this Board direct the Superintendent to prepare a report to be ready by January 1, 1970 which would contain the following information:
>
> 1. A detailed description of desegregation measures that have been put into effect since August 1963.
> 2. Plans currently in progress which will reduce racial imbalance in the future.
> 3. Plans the Superintendent would put forward if ordered to completely desegregate the schools by a definite date in the near future.
>
> A cost figure and the number of children affected would accompany each item.
>
> Seconded by Commissioner Roche.
>
> Adopted unanimously.

RESOLUTION NO. 1
September 2, 1969

By Commissioner Ashford -

WHEREAS, a previously constituted Rochester Board of Education on August 27, 1963 unanimously adopted a policy to reduce significantly racial imbalance in Rochester schools in response to a directive from the New York State Commissioner of Education, and

WHEREAS, some significant steps have been taken during the past six years with much yet remaining to be done to implement that policy resolution, therefore be it

RESOLVED, That the present Board of Education reaffirms the goals of the resolution of August 27, 1963 and also affirms the statement of POLICY and RECOMMENDATIONS by the Board of Regents of the University of the State of New York on INTEGRATION and the SCHOOLS, January 1968, and be it further

RESOLVED, That the Superintendent of Schools proceed with the preparation of the report as directed by unanimous resolution of the Board of Education on August 21, 1969, and be it further

RESOLVED, That the Board pledges itself to seek the necessary funds to proceed with additional steps toward quality integrated education for all Rochester Public School children and pledges itself to work intensively through community involvement for the support of these educational efforts.

Seconded by Commissioner Phillips.

Adopted Unanimously.

DESEGREGATION MEASURES THAT HAVE BEEN PUT INTO EFFECT SINCE AUGUST, 1963

<table>
<tr><th>Date</th><th>Program</th></tr>
<tr><td>August 27, 1963</td><td>The Board of Education adopted a policy resolution stating that it believed that improved racial balance in the schools would contribute to a more favorable climate for increasing pupil motivation and achievement, and directed the Superintendent of Schools to develop plans during the 1963-64 school year which would reduce significantly racial imbalance in schools in which imbalance exists.</td></tr>
<tr><td>September 1, 1963</td><td>The Board of Education submitted a report to the Commissioner of Education entitled "Racial Imbalance in the Rochester Public Schools." Data submitted to the Commissioner included the following information:
(a) Seven elementary schools in Rochester in 1962-63 had enrollments of non-white pupils in excess of 50%:
<table>
<tr><td>School</td><td>3</td><td>95.3%</td><td>School</td><td>14</td><td>82.1%</td></tr>
<tr><td></td><td>4</td><td>92.0%</td><td></td><td>27</td><td>69.6%</td></tr>
<tr><td></td><td>9</td><td>90.1%</td><td></td><td>26</td><td>58.9%</td></tr>
<tr><td></td><td>2</td><td>89.8%</td><td></td><td></td><td></td></tr>
</table>
Two other schools were nearing 50%:
<table>
<tr><td>School</td><td>19</td><td>48.6%</td></tr>
<tr><td></td><td>20</td><td>47.0%</td></tr>
</table>
No secondary school had an enrollment of over 50%. Madison had 44.4%. The next highest was West High with 12.5%.</td></tr>
<tr><td>November 21, 1963</td><td>Administration was directed to implement the Open Enrollment Plan.</td></tr>
<tr><td>November 27, 1963</td><td>First Trans-Urban exchange between social studies classes of Madison High School (student population 50.2 per cent black) and John Marshall which had only one non-white student. Conferences gave black and white</td></tr>
</table>

	students an opportunity for candid discussion and helped reduce apprehensions. Similar exchanges with suburban East Irondequoit, Brighton and a "live in" exchange with Penfield followed.
February 3, 1964	Open Enrollment started on voluntary basis from six inner city sending schools to eighteen receiving schools. 1500 requests; 513 accepted for placement; 495 completed term.
February 3, 1964	Transfer of 116 pupils from grades 5 and 6 of School No. 3 to No. 30 School. Reasons: overcrowding at No. 3 and availability of seven classrooms at No. 30. Pupils from School No. 3 regrouped in classes with pupils from School No. 30.
Summer, 1964	Suburban Brighton School District No. 1 invited 25 elementary pupils from inner city to attend summer school in Brighton. Twenty-five pupils from School No. 19 attended.
September, 1964	Open Enrollment continued on a voluntary basis with 480 pupils from eight inner city elementary schools to twenty receiving schools.
Summer, 1965	Brighton summer school program continued, with 35 pupils from School No. 19. Funds provided by PTAs of both schools.
September, 1965	Voluntary Extended Home Zone Plan (TRIAD) instituted. Three triads: No. 8, 20, 22; No. 16, 19, 29; No. 11, 25, 27. Open Enrollment among these schools. Total requests for transfer: 423. Total number placed: 231.
September, 1965	On invitation from suburban West Irondequoit Central School District, 24 first grade pupils transferred from School No. 19 to West Irondequoit. West Irondequoit planned to take 25 first grade pupils each year for 12 years with each student completing his school career in the suburban district if he chooses. Funds provided from State Education Department and Title I, E.S.E.A.

September, 1965	School No. 26 closed. Was a racially imbalanced school with 74.2% non-white. In 1964-65 it had been a grade 7 school.
March 3, 1966	Board of Education reaffirmed its policy to reduce racial imbalance.
May 19, 1966	Board of Education directed Superintendent of Schools to prepare a plan to provide for the desegregation of the elementary schools. Such plan to be presented to the Board of Education for its consideration no later than February 1, 1967.
Summer, 1966	Brighton summer school program continued, with 42 pupils from School No. 19.
Summer, 1966	Brockport, New York Campus School of State University College invited 75 elementary pupils from the inner city and 75 pupils from the Brockport area to attend summer school together. Pupils selected from Schools No. 14 and 20.
Summer, 1966	Suburban Penfield Central School District invited 30 elementary pupils from inner city to attend summer school. Pupils selected from School No. 27.
Summer, 1966	Community Resources Workshop developed plans for Project UNIQUE (United Now for Integrated Quality Urban-Suburban Education), Title III (E.S.E.A.).
September, 1966	Open Enrollment offered on secondary level. 7th grade students from Schools No. 2, 3, 4, permitted to attend Jefferson, Marshall or Charlotte High Schools, as well as their siblings in Madison. 230 accepted.
September, 1966	Harley School, a private suburban day school, invited six inner city elementary children to attend Harley for the entire school year. North Star Scholarship Program. Selected from School No. 9.
September, 1966	Brockport invited 32 elementary pupils to attend regular day school program. Pupils selected from School No. 20.

September, 1966	Brighton invited 57 elementary pupils to attend regular day school program. Pupils selected from School No. 19.
September, 1966	West Irondequoit program continued, with 49 pupils in grades 1 and 2 attending West Irondequoit from School No. 19.
November 3, 1966	Publication of the report, "The Puerto Rican in the Rochester Public Schools."
February 1, 1967	The Superintendent of Schools presented to the Board of Education the following four possible plans for the desegregation of the elementary schools: 1. Rochester Natural Educational Park Plan 2. The Rochester Plan 3. The Combination Plan 4. The Home-Base Plan
February 1, 1967	Student Union for Integrated Education (SUIE) formed by black and white, urban-suburban, public and non-public school students to press for a reduction in racial isolation in Monroe County.
March 16, 1967	Board of Education adopted a 15 point plan: 1. Use selected features of the Combination Plan. 2. Reduce class size in School No. 3 to 15 in K-3. School aide in each classroom. 3. Reading specialist for each inner city school. 4. Voluntary transfer of children in grades 4-6 in School No. 3 to periphery receiving schools. 5. Transfer three MAP classes for the gifted to School No. 2 in September, 1967. Invite applications from gifted children in suburbs. 6. Implement a voluntary reverse open enrollment program to inner city Schools No. 2 and 6. 7. Above reverse open enrollment program to be accompanied by a similar program in Catholic schools. 8. Implement World of Inquiry School in September, 1967 under Title III. 130 children. 9. Continue expansion of urban-suburban pupil transfer program.

10. Continue integrated pre-kindergarten demonstration program at School No. 26.
11. Encourage development of a voluntary cooperative federation of school districts in region to plan ways of reducing racial isolation in Monroe County as well as other matters of mutual concern.
12. Continue to encourage additional participation in open enrollment and TRIAD programs.
13. Cooperate fully with community agencies whose programs seek to remove the basic causes of racial isolation.
14. Work with coordinator of the Demonstration Cities Program to upgrade the city through new educational facilities and services. Plan site selection for replacement of schools that will improve total educational program to the greatest extent possible.
15. Request Board of Regents and Commissioner of Education to send a report on progress made toward elimination of legal and financial barriers to reducing isolation in the schools in the Rochester area.

May, 1967	Project UNIQUE funded through Title III (E.S.E.A.).
Summer, 1967	Invitations received from Brighton, Brockport, and Penfield to continue the elementary summer school transfer programs, with numbers increased to 75 pupils to be sent to each of these schools.
Summer, 1967	Invitation received from suburban Pittsford Central School District for 50 elementary and 50 secondary inner city children to Pittsford summer schools.
Summer, 1967	Invitation received from Greece School District to send 100 inner city elementary children to summer school in 1967.
Summer, 1967	Invitation received from Webster School District to send 100 inner city elementary children to summer school in 1967.
September, 1967	Reverse Open Enrollment (Expanded Voluntary Open Enrollment) initiated at Clara Barton School No. 2 in the inner city. One hundred and forty white children bused to School No. 2 from 30 outer city schools.

September, 1967	Invitation received from Brockport to continue day school program for inner city children, with number increased from 32 to 80.
September, 1967	West Irondequoit increased program from 49 to 64 children. St. Jerome School in East Rochester became the first suburban parochial school to participate in Urban-Suburban Transfer Program. St. Thomas the Apostle in West Irondequoit also initiated a program.
September, 1967	Invitation received from Brighton to continue day school program for inner city children, for 57 pupils.
September, 1967	World of Inquiry School of Project UNIQUE (Title III) opened. Integrated education demonstrated with inner city, outer city and suburban pupils in same school.
December, 1967	Brighton Central School District's Board of Education reiterated its position on racial balance stating its belief "that quality integrated education should be a major goal of the public schools and a concern of all Americans."
December, 1967	Pupil transfers to reduce racial isolation under the Fifteen Point Program and Project UNIQUE increased from 1261 in day school to 2209.
January, 1968	Urban-Suburban Saturday Art Enrichment Program with West Irondequoit started.
February, 1968	Quality Education Now, a group of 100 urban-suburban educators and parents, formed to press for integration.
March, 1968	One Nation Indivisible - Television program shown to all schools.
	Discussion materials were developed for use of staff in newly integrated schools.
March, 1968	Spanish lessons for teachers and school secretaries conducted over WTIR, the City School District's closed circuit television system.
July, 1968	Urban-suburban summer schools reached peak with 797 pupils enrolled.
September, 1968	Frederick Douglass Junior High School opened as a planned integrated junior high school.

September, 1968	Reverse Open Enrollment expanded to include Dag Hammarskjold School No. 6.
September, 1968	Suburban programs continued to expand with Penfield, Pittsford, and Wheatland-Chili taking 99 city children into their classrooms. A number of non-public schools also joined the program.
	Three-year West Irondequoit study of busing program concluded that "inner-city blacks have benefitted from the experience" and "the integrated whites learn more because the blacks are there."
Fall, 1968	Intergroup relation handbooks secured for all elementary classroom teachers during fall of 1968.
February, 1969	Project Beacon material on Negro History distributed to all teachers. This has been printed by the New York State Education Department for distribution to all school districts in the State. It is to be published by Benefic Press for general sale in September 1969.
February, 1969	Multi-ethnic materials purchased under Title I for distribution to both sending and receiving schools in the Open Enrollment Program Schools.
February, 1969	Two hundred sixty-five copies of Desegregation Works: A Primer For Parents and Teachers purchased and distributed to all elementary and secondary schools using funds from Title I.
February, 1969	Cooperation with the Desegregation Institute of the State University College at Brockport.
February, 1969	Negro History courses now offered in all secondary schools.
February, 1969	Television Programs prepared for citywide use on integration.
April, 1969	Elementary school principals unanimously called for total integration of city schools.
June 19, 1969	Inner city group demand total integration.

June 27, 1969	Pittsford doubled number of inner city students to 100. Wheatland-Chili also doubled number to 28. Penfield, Brockport, West Irondequoit and parochial schools also increased number. Number of Rochester pupils participating in transfer plans increased to more than 3,000. Rochester singled out by federal government as one of the five school systems which has made progress in desegregation - Planning Educational Change - How Five School Systems Desegregated - Volume IV, U.S. Gov. Printing Office, FS5.238:38013. Despite this progress there are now ten de facto segregated elementary schools in Rochester and evidence of increasing imbalance in the high schools.
July-August, 1969	Various community groups from inner and outer city call for total integration.
August 21, 1969	Resolution passed by the Rochester Board of Education directing the Superintendent to put forward plans to desegregate the schools.
September 2, 1969	Further resolution passed by the Rochester Board of Education "reaffirming the goals of earlier Board resolution and pledging itself to seek the necessary funds to proceed with additional steps toward quality integrated education for all Rochester Public School children and pledging itself to work intensively through community involvement for the support of these educational efforts."
October-December, 1969	Meetings with Advisory Planning Council on Quality Integrated Education.
December, 1969	Presentation of the report Grade Reorganization and Desegregation of the Rochester Public Schools to the Board of Education.

EFFECT OF PREVIOUS DESEGREGATION MEASURES

While the programs listed on the foregoing pages have brought about greater pupil diversity in many of our schools, it has not been possible to prevent or delay the increase in the number of our schools that are de facto segregated. The foregoing programs have produced objective data indicating that integrated education works if it provides quality. The schools must therefore move forward to extend quality integrated education to all children.

In the graphs which follow it is possible to see the changes which have taken place in the racial composition of the elementary schools since 1963. Note that in 1963, schools were predominantly either black or white. In 1963, there were 21 schools with less than 2% non-white children; however, by 1968, there were no schools in this category. By 1968, every school showed an increase in the non-white population, except for those two schools involved in reverse open enrollment where white children were enrolled in what were prior to that schools with predominantly non-white populations. Despite the fact that many non-white children have moved into schools which were predominantly white before, the inner city sending schools remain virtually non-white. This reflects continuing segregated housing and limited availability of housing alternatives to families from minority groups. In fact the number of schools with more than 50% non-white students has increased from 8 to 11 in the 5-year period, 1963-1968, with 6 over 90% non-white.

A racially balanced school is one where the number of children white and non-white reflects the same proportion as exists in the larger community. Schools today to be racially balanced, therefore, need to be approximately 68% white. Assuming a 5 point margin (63-73% white), 42 elementary schools are currently racially imbalanced.

Research done locally on the impact of moving children to more racially balanced schools suggests children's academic performance improves. The recent results on the New York State Pupil Evaluation Program indicate that inner city children are far below state norms in their achievement on tests. This implies that one way to improve achievement is to integrate the schools.

EFFECT OF PUPIL TRANSFER PROGRAM WITHIN CITY SCHOOL DISTRICT ON RACIAL CHANGE PER ELEMENTARY SCHOOL

1963 NUMBER OF SCHOOLS	PERCENT NON WHITE	1968 NUMBER OF SCHOOLS
21	LESS THAN 2%	0
7	2 - 10%	7
6	10 - 30%	21
1	30 - 50%	6
8	MORE THAN 50%	11

■ 6 are more than 90% imbalanced

PLANS CURRENTLY IN PROGRESS WHICH WILL REDUCE RACIAL IMBALANCE IN THE FUTURE

A. The Continuation of Present Programs

1. Open Enrollment
2. Reverse Open Enrollment
3. Urban-Suburban Transfers
4. World of Inquiry School

B. Grade Reorganization in Schools Needing Replacement

1. A new intermediate school is being planned for grades 4-6 to serve several present south and southwest school districts. The recommended feeder pattern for this integrated school has been incorporated in the overall plan for grade reorganization of the elementary schools included in this report.
2. Other new schools scheduled to be constructed in the future could be incorporated in the overall grade reorganization plan.
3. The reorganization of the secondary schools as outlined in this report will improve education and reduce imbalance in future junior and senior high schools.

C. Cooperative Projects With Monroe County School Districts

As outlined in the section of this report, CITY BOUNDARIES MUST NOT BE BARRIERS, urban-suburban planning for cooperative activities and building projects for the education of their respective pupils could help reduce racial imbalance in the future.

GRADE REORGANIZATION AND DESEGREGATION OF THE SECONDARY SCHOOLS

The plan for the reorganization of the secondary schools, creating four junior high schools (Grades 7-8) and five senior high schools (Grades 9-12) proposes a feeder pattern of nearly contiguous elementary school districts. (Only two districts out of 42 are not in a contiguous feeder pattern in the junior high school plan; only one district is not in a contiguous feeder pattern in the senior high school plan.) Consequently the undeniable benefits of separate junior and senior high schools and good racial balance are achieved with a minimum amount of transportation.

Therefore, it is recommended that further staff work continue to effect the implementation of this plan. The staff work would involve the following elements:

1. Development of the instructional program for each school.
2. Development of plans for the conversion of buildings dictated by the instructional program, followed by the actual conversion.
3. Recruitment and reassignment of staff.
4. In-service training of staff.
5. Transfer of materials and equipment.
6. Development of the pupil transportation system (in cooperation with the Rochester Transit System).

It is to be noted that this plan, in its present form, appears to fill several of the secondary schools. Some modification may be necessary, but it is not anticipated that such modification will result in any significant change in the basic concept.

Several variables, for the most part unpredictable, may necessitate further minor modification.

1. The final decision on the future of Edison Technical and Industrial High School.
2. The possibility of an Urban Job Corps Center.
3. Partial or complete closing of Catholic schools or other private schools.
4. The need to absorb over 30 classes of special education students now in elementary schools once the elementary school plan is completely implemented.
5. Greece Free School District.
6. The Model Cities Neighborhood Council.
7. The Third Ward Urban Renewal Project.
8. The Southeast Loop Urban Renewal Project of the Central Business District.
9. The Upper Falls Urban Renewal Project.

It is recognized that, from the very outset, the secondary school buildings will be at capacity.

Pupil population has been increasing steadily for several years. Projections indicate that this trend will continue. The junior high schools will need additional space for special education classes now in elementary school buildings.

It appears certain that at least one new secondary school will soon be needed. It is recommended that the Board of Education take immediate steps to request the acquisition of land in Edgerton Park as a possible site for an addition to Jefferson High School.

INSTRUCTIONAL ADVANTAGES OF SEPARATE JUNIOR AND SENIOR HIGH SCHOOLS

1. Students in the early adolescent period have unique physical, social, emotional, and intellectual needs that distinguish them from senior high school students. A separate organizational unit with a program keyed to the needs of early adolescents recognizes these differences.

   On the other hand, the greater independence which should be afforded senior high school students does not have to be curtailed as it might if students from grades 7-12 were to be housed in a single building.

2. The junior high school functions as a transitional unit between the elementary school and the senior high school. It provides for a gradual transition between the elementary school in which the self-contained classroom is the predominating unit and the highly departmentalized senior high school. It continues the development of basic skills begun at the elementary level and provides the extensive exploratory experiences which must precede the more specialized activities of the senior high school.

3. A separate junior high school with students within a limited age range makes it possible to provide for the extensive exploratory experiences necessary in an economical manner. The major emphasis in a junior high school program is on a wide exploration of a variety of areas as contrasted with the more specialized interests of the senior high school level.

4. A separate junior high school unit provides appropriate and extensive extracurricular activities and offers leadership opportunities for early adolescents among their own peers.

5. The separation of junior and senior high schools insures the assignment of teachers who are specialists at each level particularly interested in working with students of a specific age group.

6. The larger senior high school enrollment makes it possible to offer a greater variety of specialized and accelerated courses not possible in schools with a more limited enrollment.

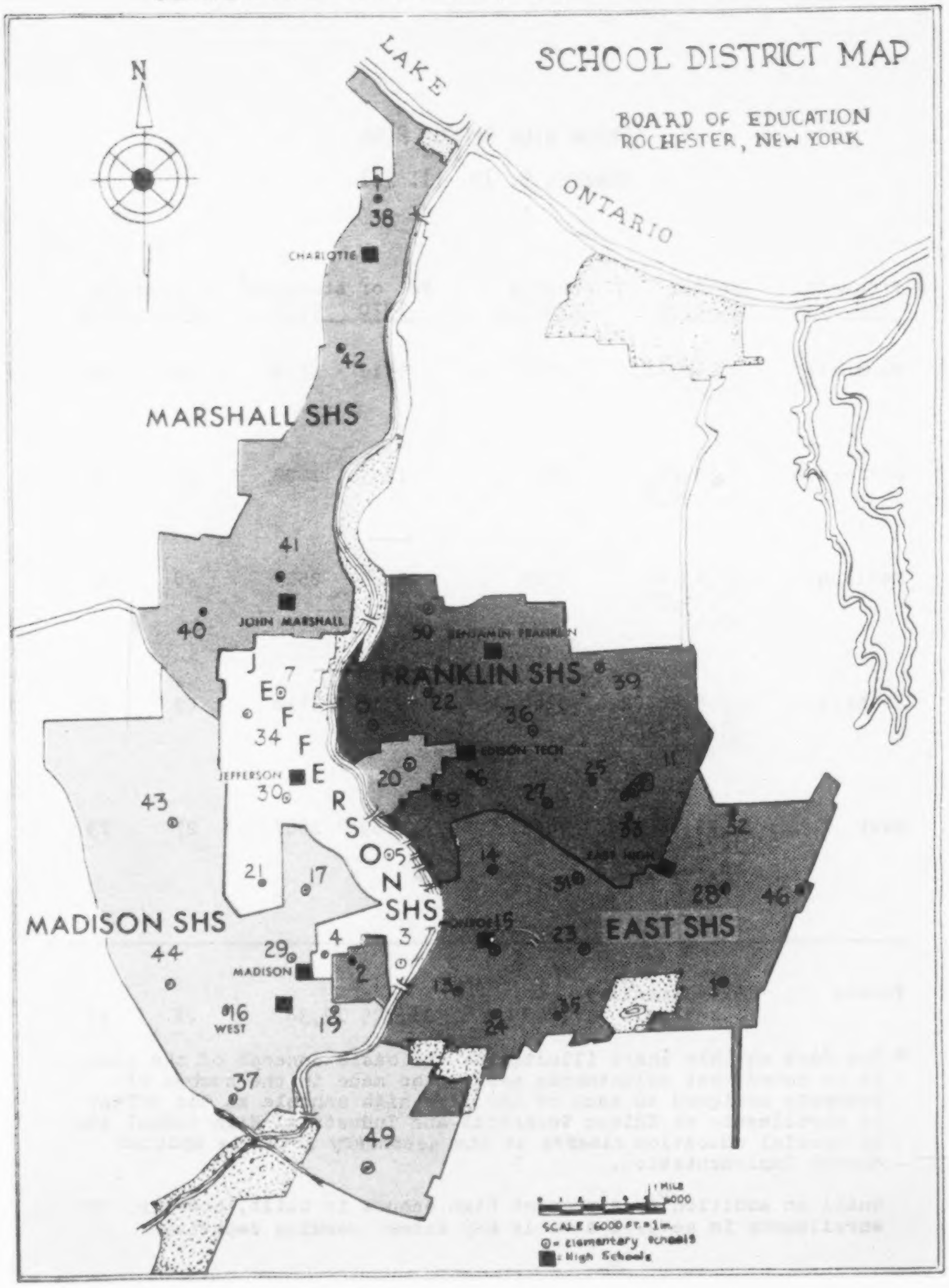
7. A limited range of grades contributes to a more efficient and economical utilization of specialized facilities, staff, and materials at both the junior and senior high school.

SUMMARY

The reorganization of the secondary schools into separate junior and senior high schools offers a long needed opportunity to:

- Upgrade instruction
- Separate older from younger high school pupils
- Make optimum use of available facilities
- Establish boundaries of reasonable distance for travel
- Achieve an urban cultural and ethnic balance

SENIOR HIGH SCHOOLS (GRADES 9, 10, 11, 12)


SCHOOL DISTRICT MAP
BOARD OF EDUCATION
ROCHESTER, NEW YORK
N
LAKE
ONTARIO
MARSHALL SHS
FRANKLIN SHS
JEFFERSON SHS
MADISON SHS
EAST SHS
CHARLOTTE
JOHN MARSHALL
BENJAMIN FRANKLIN
EDISON TECH
JEFFERSON
MADISON
WEST
EAST HIGH
MONROE
38
42
41
40
50
39
7
22
36
34
25
11
20
6
27
9
30
43
33
32
5
14
21
17
31
28
46
3
15
23
44
29
4
2
16
19
13
35
1
24
37
49
1 MILE
SCALE 6000 FT.=1 in.
⊙= elementary schools
■= High Schools

SENIOR HIGH SCHOOL PLAN

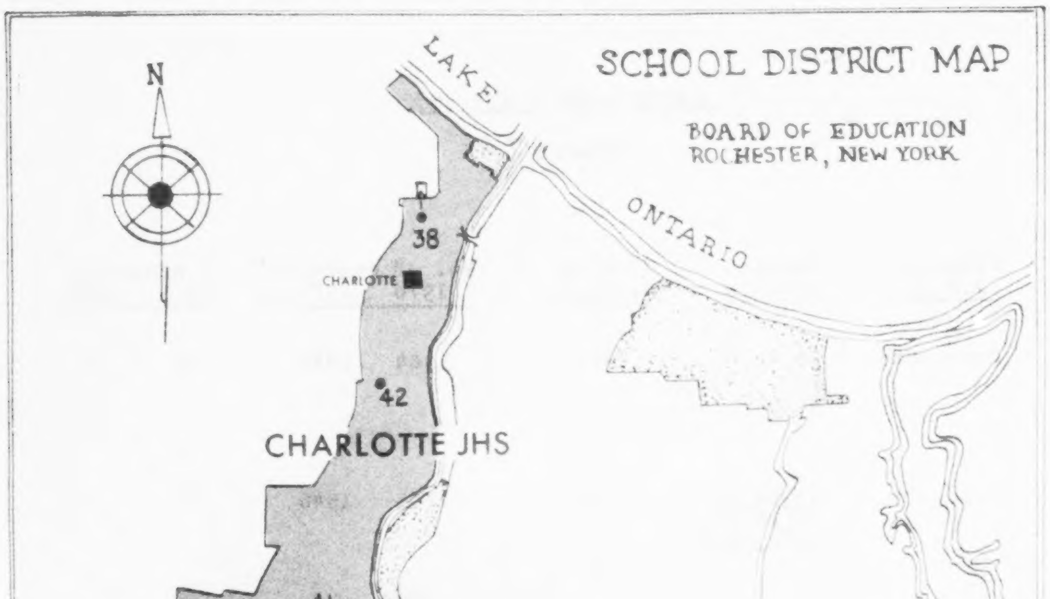
(GRADES 9, 10, 11, 12)

Proposed S.H.S.	Feeder Schools	Working Capacity	No. of students*		% minority	
			1970	1971	1970	1971
Marshall	38,42,41, 40,20	1955	1716	1718	18	20
Jefferson	7,30,21, 5,3,34,4	1612	1655	1822	26	32
Madison	17,43,44, 29,16,37, 19,49	2125	2325	2519	28	31
Franklin	33,8,50,22, 36,39,9,27, 25,11,6	3260	3310	3436	29	31
East	2,13,14,15, 24,35,23,31, 28,46,1,52	2845	2789	2887	27	29
Totals	42 elementary schools	11,797	11,795	12,382	26	29

* The data on this chart illustrates the basic concept of the plan. It is noted that adjustments need to be made in the number of students assigned to each of the five high schools as the effect of enrollments at Edison Technical and Industrial High School and in special education classes at the secondary level is updated during implementation.

Until an addition to a present high school is built, however, the enrollments in several schools may exceed working capacity.

JUNIOR HIGH SCHOOLS (GRADES 7, 8)


SCHOOL DISTRICT MAP
BOARD OF EDUCATION
ROCHESTER, NEW YORK
N
LAKE
ONTARIO
38
CHARLOTTE
42
CHARLOTTE JHS
41
JOHN MARSHALL
40
7
50
BENJAMIN FRANKLIN
39
22
36
DOUGLASS JHS
EDISON TECH
34
JEFFERSON
30
43
20
6
9
25
27
33
52
EAST HIGH
WEST JHS
5
21
17
14
31
28
46
3
MONROE
15
23
MONROE JHS
29
4
2
MADISON
44
13
1
16
WEST
19
24
35
37
49
1 MILE
SCALE 2000 FT = 1 in.
⊙ = elementary schools
■ = High Schools

JUNIOR HIGH SCHOOL PLAN

(GRADES 7,8)

Proposed J.H.S.	Feeder Schools	Working Capacity	No. of students* 1970	1971	% minority 1970	1971
Charlotte	38,42,41, 20,7,50,6, 9,40	1403	1404	1446	39	39
West	43,44,21, 29,16,17, 5,30,34,4	1576	1505	1546	35	34
Monroe	2,3,37,19, 49,13,24, 35,14,23, 31,1,28,46, 15,52	2288	1937	2091	43	48
Douglass	8,22,36, 27,25,39, 11,33	1480	1373	1347	38	39
Totals	42 elementary schools	6747	6219	6430	37	39

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* The data on this chart illustrates the basic concept of the plan. It is noted that adjustments need to be made in the number of students assigned to each of the four junior high schools as the effect of enrollments in special education classes at the junior high school level is updated during implementation.

BUILDING CHANGES REQUIRED FOR CONVERSION TO JUNIOR HIGH SCHOOLS

Any building changes necessary to house junior high school students should grow out of the instructional program designed for those students. To provide an instructional program similar to that now offered to junior high school students, the following room conversions would be required:

CHARLOTTE JUNIOR HIGH SCHOOL

Convert 3 classrooms to Science rooms
Convert 1 classroom to a Home Economics room
Convert 1 classroom to an Art room
Convert 2 study halls to 4 classrooms
Install additional lockers

Estimated cost $148,000

WEST JUNIOR HIGH SCHOOL

Convert 3 classrooms to Art rooms
Convert 1 classroom to a Home Economics room
Renovate locker rooms

Estimated cost $150,000

MONROE JUNIOR HIGH SCHOOL

Convert 3 classrooms to Art rooms
Convert 1 classroom to a Home Economics room
Install additional lockers

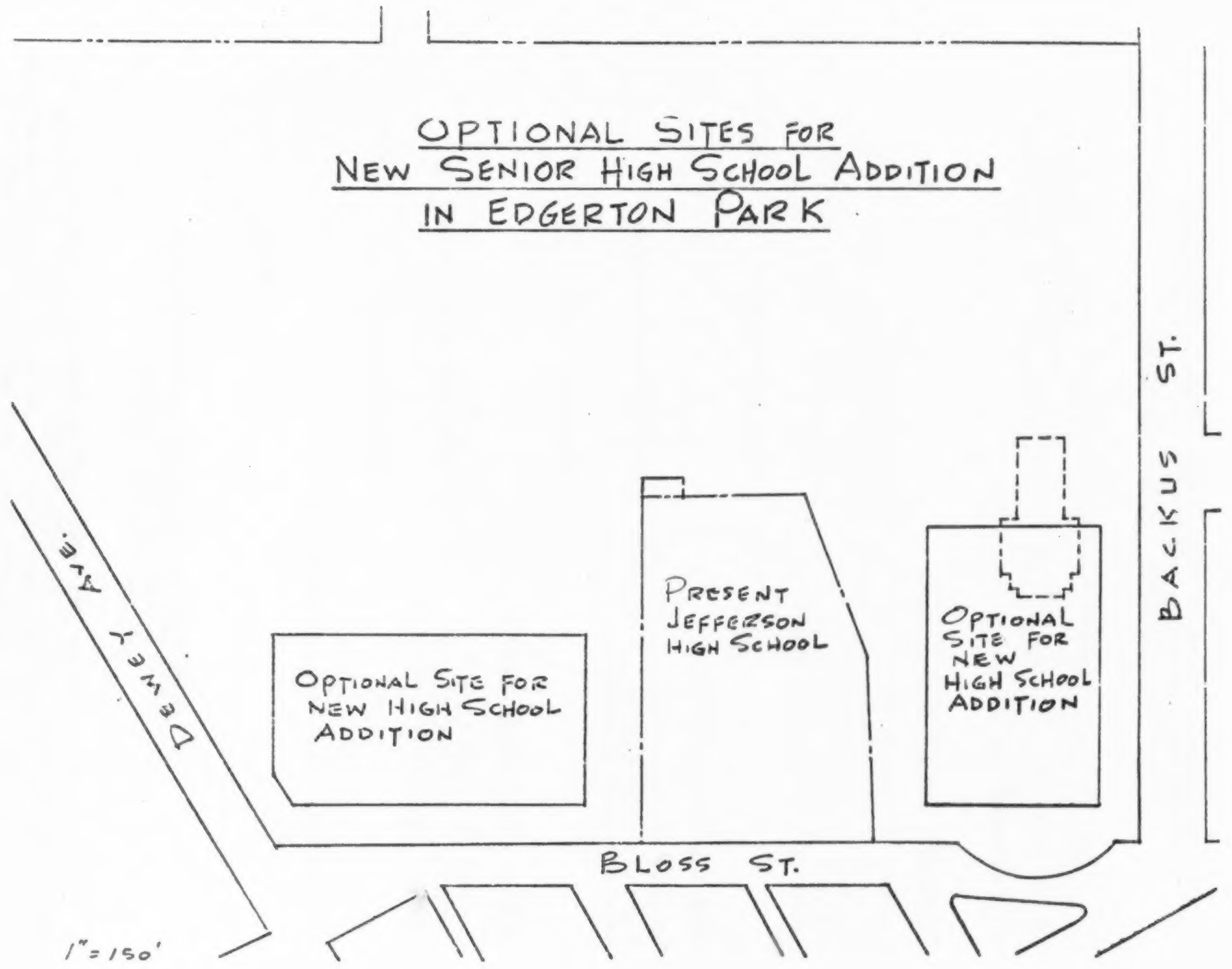
Estimated cost $171,000

Contingency for three schools (10%) $ 47,000

TOTAL $516,000

BUILDING CHANGES REQUIRED FOR CONVERSION TO SENIOR HIGH SCHOOLS

It is anticipated that facilities presently available in our junior-senior high school buildings will be adequate to provide a broad program of required and elective subjects for all senior high school students. No immediate costs are anticipated, therefore, for building conversions at the senior high school level.



OPTIONAL SITES FOR
NEW SENIOR HIGH SCHOOL ADDITION
IN EDGERTON PARK

BACKUS ST.
PRESENT JEFFERSON HIGH SCHOOL
OPTIONAL SITE FOR NEW HIGH SCHOOL ADDITION
OPTIONAL SITE FOR NEW HIGH SCHOOL ADDITION
DEWEY AVE.
BLOSS ST.
1" = 150'

GRADE REORGANIZATION AND DESEGREGATION OF THE ELEMENTARY SCHOOLS

ENLARGED HOME ZONE PLAN

The plan for the reorganization and desegregation of the elementary schools divides the present forty-three elementary schools into primary schools (Grades K-3), and intermediate schools (Grades 4-6). The reorganization reflects eleven Enlarged Home Zones. Each Enlarged Home Zone includes one intermediate school (Grades 4-6) and two or more primary schools (Grades K-3).

The Enlarged Home Zone Plan proposes a grouping of schools that are nearly contiguous. In some zones non-contiguous areas are included to achieve proper racial balance. In this plan pupils in Kindergarten through Grade 3 will be assigned to one of the primary schools in the Enlarged Home Zone. Pupils from schools designated as primary schools in a specific zone will attend the intermediate school in the Enlarged Home Zone.

The Enlarged Home Zone Plan has the advantage of grouping contiguous schools which not only improves racial balance but also balances socio-economic grouping in each zone. Furthermore, the Enlarged Home Zone is small enough to allow many pupils to walk to their home primary school and home intermediate school.

The following studies must be undertaken before the plans are implemented:

1. Development of plans for building conversions and additions as required by instructional program and pupil capacity.

2. Selection and inservice training of staff: Primary Schools-Intermediate Schools.
3. Transportation routes and availability of transportation facilities.
4. Transfer of instructional materials: Primary Schools-Intermediate Schools.

Several other factors need to be considered and studied in order to develop a final plan of action including decisions to be forthcoming re:

1. The partial or complete closing of Catholic schools and other private schools.
2. The Model Cities Neighborhood Council.
3. The Upper Falls Urban Renewal Project.
4. The Third Ward Urban Renewal Project.
5. The Southeast Loop Urban Renewal Project of the Central Business District.
6. Estimate of number of children expected to live in new housing projects.

It is recognized that all of the above items may affect pupil enrollment in the elementary schools.

INSTRUCTIONAL ADVANTAGES OF SEPARATE PRIMARY AND INTERMEDIATE ELEMENTARY SCHOOLS

1. Separation of the elementary program into primary and intermediate schools will group together children in grades K-3(ages 5-8) in primary schools and in grades 4-6(ages 9-11) in intermediate schools.

   The larger number of students within a small age span will enable the school staff to concentrate on the needs of a student population which is more alike in its social, physical, emotional and academic needs with greater facility.

2. Reading will be the focus of all instruction by every classroom teacher in primary schools. Through the services of a full time reading specialist in each primary school, individualized instruction for small groups of children and continuous inservice education for the classroom teacher will be provided.

3. Developmental and/or remedial reading will be stressed for all pupils in intermediate schools. Through careful selection and assignment of staff to each intermediate building, balanced strength in teaching all areas of the curriculum should be possible. The large number of pupils in a single complex could also make possible the development of appropriate interest areas.

4. Reduction of the age span through primary and intermediate schools will make a non-graded instructional program easier to achieve.

5. Larger numbers of children within a smaller age span will encourage team teaching, pupil teaming, and differentiated staffing including the greater involvement of teacher aides.

6. Space could be made available in the primary schools for present and future pre-kindergarten programs.

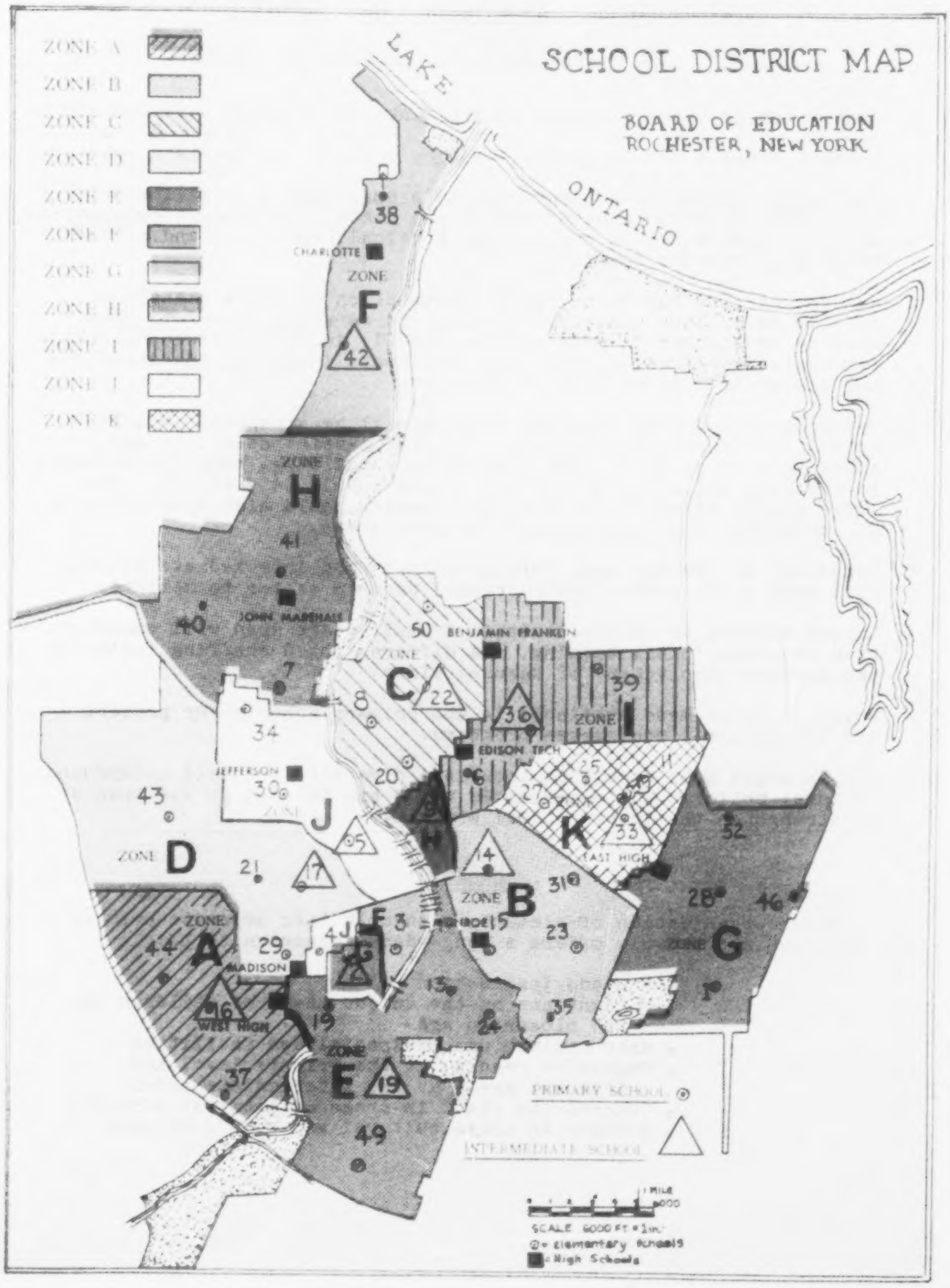
7. The Enlarged Home Zone Plan increases diversity in pupil background, culture, beliefs, and experiences which can be used by the teacher to strengthen the instructional program.

SUMMARY

The reorganization of elementary schools into separate primary and intermediate schools offers a long-needed opportunity to:

- Upgrade instruction
- Concentrate on the unique needs of children who are closer in age
- Make optimum use of specialized facilities
- Emphasize reading at the primary level and interest areas at the intermediate level
- Concentrate staff in areas of greatest strength
- Achieve an urban cultural and ethnic balance

ELEMENTARY SCHOOLS - ENLARGED HOME ZONE PLAN (K-3; 4-6)


SCHOOL DISTRICT MAP
BOARD OF EDUCATION
ROCHESTER, NEW YORK
ZONE A
ZONE B
ZONE C
ZONE D
ZONE E
ZONE F
ZONE G
ZONE H
ZONE I
ZONE J
ZONE K
LAKE
ONTARIO
38
CHARLOTTE
ZONE F
42
ZONE H
41
JOHN MARSHALL
40
7
50
BENJAMIN FRANKLIN
ZONE C
22
8
36
39
ZONE I
EDISON TECH
34
JEFFERSON
30
20
43
ZONE J
5
ZONE D
21
17
25
27
ZONE K
33
EAST HIGH
14
ZONE B
31
32
28
46
ZONE G
1
23
MONROE
ZONE A
44
29
MADISON
4
16
WEST HIGH
3
13
24
35
19
ZONE E
19
37
49
PRIMARY SCHOOL
INTERMEDIATE SCHOOL
1 MILE
6000
SCALE 6000 FT = 1 in.
= elementary schools
= High Schools

INTERMEDIATE ZONES

ELEMENTARY SCHOOL REORGANIZATION

Zone	Inter-mediate Schools	Schools Served	% of Non-White	Pupils	Building Capacity	Pupil Spaces Needed	Additional Classrooms Needed
A	16	No. 16, 37, 44,(+150 pupils-No.19)	33.9	881	700	-181	+ 7
B	14	No. 14, 15, 23, 31, 35	40.6	927	800	-127	+ 5
C	22	No. 8, 20, 22, 50	42.0	942	800	-142	+ 6
D	17	No. 17, 21, 29, 43	29.9	1006	350	-156	+ 6
E	New 19	New South Ave.,(-150 pupils-No.19), 13, 24, 49	41.5	858	1000	+142	0
F	42	1/2 No. 2, (1/2 No. 3), 38, 42	37.5	916	700	-216	+ 8
G	2	1/2 No. 2, (1/2 No. 3), 1, 28, 46, 52	35.7	1046	900	-146	+ 6
H	9	No. 7, 41, 40, (1/2 No. 6) & 9	31.4	979	950	- 29	+ 1
I	36	No. 36, 39, (1/2 No. 6) & 9 (+100 pupils-11 & 25)	42.9	977	725	-252	+ 10
J	5	No. 4, 5, 30, 34	35.7	989	950	- 39	+ 2
K	33	No. 11, 33, 25, 27, (-100 pupils-11 & 25)	31.9	1085	875	-210	0*

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* A portion of No. 11 School will be used to accommodate the excess enrollment of 210.

WHERE WILL MY CHILD ATTEND SCHOOL?

PRIMARY, INTERMEDIATE, JR. & SR. HIGH SCHOOL FLOW CHART

Present Home School District	K-3	4-6	7-8	9-12
1	Home	#2	Monroe	East
2	(1,46,52,28)	Home	Monroe	East
3	Home	#42	Monroe	Jefferson
4	Home	#5	West	Jefferson
5	(4,30,34)	Home	West	Jefferson
6	Home	#36	Charlotte	Franklin
7	Home	#9	Charlotte	Jefferson
8	Home	#22	Douglass	Franklin
9	(7,41,40)	Home	Charlotte	Franklin
11	Home (some to 25,27)	#33	Douglass	Franklin
13	Home	New South Avenue	Monroe	East
14	(15,23,31,35)	Home	Monroe	East
15	Home	#14	Monroe	East
16	(37,44)	Home	West	Madison
17	(43,21,29)	Home	West	Madison
19	Home	New South Avenue	Monroe	Madison
20	Home	#22	Charlotte	Marshall
21	Home	#17	West	Jefferson
22	(8,20,50)	Home	Douglass	Franklin
23	Home	#14	Monroe	East
24	Home	New South Avenue	Monroe	East
25	Home	#33	Douglass	Franklin

Present Home School District	K-3	4-6	7-8	9-12
27	Home	#33	Douglass	Franklin
28	Home	#2	Monroe	East
29	Home	#17	West	Madison
30	Home	#5	West	Jefferson
31	Home	#14	Monroe	East
33	11 (some to 27,25)	Home	Douglass	Franklin
34	Home	#5	West	Jefferson
35	Home	#14	Monroe	East
36	(39,6)	Home	Douglass	Franklin
37	Home	#16	Monroe	Madison
38	Home	#42	Charlotte	Marshall
39	Home	#36	Douglass	Franklin
40	Home	#9	Charlotte	Marshall
41	Home	#9	Charlotte	Marshall
42	(38,3)	Home	Charlotte	Marshall
43	Home	#17	West	Madison
44	Home	#16	West	Madison
46	Home	#2	Monroe	East
49	Home	New South Avenue	Monroe	Madison
50	Home	#22	Charlotte	Franklin
52	Home	#2	Monroe	East

ADDITIONAL BUILDING FACILITIES REQUIRED FOR INTERMEDIATE SCHOOLS

Zone	Intermediate School	Additional Classrooms Needed	Cost of Additions to Buildings	or	Relocatable Classrooms
A	No. 16	7	$ 500,000		$ 155,000
B	No. 14	5	Not Feasible		110,000 *
C	No. 22	6	Not Feasible		132,000 *
D	No. 17	6	350,000		132,000
E	No. 19 (New)	0	-		-
F	No. 42	8	450,000		176,000
G	No. 2	6	350,000		132,000
H	No. 9	1	Not Feasible		22,000 *
I	No. 36	12	Not Feasible		265,000 *
J	No. 5	2	Not Feasible (classroom conversions - 55,000)		44,000 *
K	No. 33	0	-		-
			$ 1,705,000		$ 1,168,000
			+ 573,000 *		
			$ 2,278,000		

Elementary Classroom Needs for September 1970 Without Reorganization	Projected Elementary Classroom Needs Under Reorganization Plan (as above)
Transportable Units for 6 schools - 24 relocatable classrooms $ 563,000	Additions to Buildings or Relocatable Classrooms $2,278,000 $1,168,000 - 563,000 or - 563,000

Net Difference $1,715,000 or $ 605,000

ASSIGNMENT OF STAFF IN A GRADE REORGANIZATION PLAN

A reorganization of grade levels which narrows the age range of students in schools will affect the total environment and instructional program in each school. Since a reorganization plan would affect many staff members, every opportunity will be provided to make possible the placement of staff in those settings in which their services will be most effective for students.

The following staffing procedures are recommended for civil service, teaching, administrative, and supervisory personnel:

1. Determine positions needed in each school.
2. Provide opportunities for voluntary transfers.
3. Reallocate staff according to needs.
4. Employ additional personnel, if necessary.

It is recognized that some aspects of the implementation of a grade reorganization plan which affect the working conditions of personnel must meet the provisions of the contractual agreements between the Board of Education and the various employee organizations involved.

BENEFITTING ALL CHILDREN UNDER THE REORGANIZATION PLAN THROUGH IMPROVED FACILITIES AND PROGRAMS

In a reorganization plan of so vast an enterprise as a large urban school system that has functioned for more than 125 years, it is to be expected that many types and sizes of school buildings and architectural arrangements of space within the buildings including classrooms would be found among the 55 buildings now in use.

As society changes, as the instructional programs in schools change, as new instructional materials and methods are developed, it is important for every school system to reassess its direction, its goals and its many specific practices.

The reorganization plan advocated in this report makes it even more essential for the Rochester public schools to provide for every school:

- Adequate hot lunch facilities
- Modern Instructional Materials Resource Centers (Libraries Plus)
- Sufficient outdoor space for a first-rate physical education and recreation program
- Appropriate professional and paraprofessional staff
- Enriched classroom experiences and individualized approaches to learning
- Broad and varied course offerings
- Sensitivity training for all personnel

TRANSPORTATION FOR REORGANIZATION PLAN

It should be noted that officials of the Rochester Transit System have attended preliminary meetings held in various schools concerning alternatives for school reorganization plans. Since those meetings, additional discussions have been held between transit and school officials. Preliminary information has been shared so that both City School District and Rochester Transit System staff can work together to decide how best to get into operation whatever plans are approved by the Board of Education.

It will take the Rochester Transit System some time, after a decision has been made, to project the effect of the approved plans on their operations. They must find ways to meet the new requirements.

After the Rochester Transit System has evaluated the new requirements and determined what is needed, applications must be submitted to the New York State and the Federal Departments of Transportation for grants-in-aid. The advantage of these grants is that the local share would be 8 1/2% of the total cost of the buses, which cost an estimated $35,000 each. The alternative is for 100% local funding.

The officials of the Rochester Transit System have indicated every willingness to cooperate to the fullest extent, and as soon as decisions are reached by the Board of Education, the Rochester Transit System will be in a position to move as rapidly as possible together with the City School District in further joint planning.

TRANSPORTATION DATA FOR REORGANIZATION PLAN

Under the reorganization plan there will be eleven elementary school zones, four junior high school zones, and five senior high school zones. Within these zones students living more than one and one-half miles from school will be provided free transportation, which is consistent with present policy.

It is estimated that 16,711 students of a total of more than 46,000 will be eligible for free transportation. During the 1969-70 school year 7,716 City School District students are receiving free transportation.

The distribution of students who will be walking to school and those who will be provided free transportation is indicated in the table below:

Type of School	Number Walking	Free Transportation	Total	Percent Walking
Primary	15,611	1,577	17,188	91%
Intermediate	7,643	2,964	10,607	72%
Junior High	2,514	3,862	6,376	39%
Senior High	3,558	8,308	11,866	30%
	29,326	16,711	46,037	64%

TRANSPORTATION COSTS FOR REORGANIZATION PLAN

AT 90% STATE REIMBURSEMENT

All Charter Transportation

	TOTAL	STATE SHARE	LOCAL SHARE
Reorganization Plan (Elementary and Secondary)	$2,478,775	$2,230,898	$247,877
Present Costs	$938,460	$844,614	$93,846
Difference	$1,540,315	$1,386,284	$154,031

Charter for Primary and Intermediate Schools and
Bus Passes for Junior and Senior High Schools

	TOTAL	STATE SHARE	LOCAL SHARE
Reorganization Plan (Elementary and Secondary)	$1,774,291	$1,596,862	$177,429
Present Costs	$938,460	$844,614	$93,846
Difference	$835,831	$752,248	$83,583

AT AID RATIO (32%) STATE REIMBURSEMENT

All Charter Transportation

	TOTAL	STATE SHARE	LOCAL SHARE
Reorganization Plan (Elementary and Secondary)	$2,478,775	$793,208	$1,685,567
Present Costs	$938,460	$300,307	$638,153
Difference	$1,540,315	$492,901	$1,047,414

Charter for Primary and Intermediate Schools and
Bus Passes for Junior and Senior High Schools

	TOTAL	STATE SHARE	LOCAL SHARE
Reorganization Plan (Elementary and Secondary)	$1,774,291	$567,773	$1,206,518
Present Costs	$938,460	$300,307	$638,153
Difference	$835,831	$267,466	$568,365

HOT LUNCH PROGRAM FOR REORGANIZATION PLAN

With the implementation of the reorganization plan it will be necessary to expand the hot lunch program in our elementary schools to accommodate the increased number of children who will be remaining in school for lunch. Twelve of our elementary schools presently have hot lunch programs.

Under the reorganization plan it is recommended that hot lunch programs be provided in all primary and intermediate schools.

The comprehensive study of operating and capital costs for expanding the hot lunch program which was presented to the Board of Education March 1, 1969 will be a valuable tool as steps are taken to implement an expanded hot lunch program. This study contains the current and capital cost estimates for providing a hot lunch program in those schools without such programs, together with suggested possible locations for lunchroom facilities.

CITY BOUNDARIES MUST NOT BE BARRIERS

(URBAN-SUBURBAN COOPERATION IN EDUCATION)

Attend almost any state, regional or national conference on education and you will undoubtedly see participants from school districts in Monroe County wearing convention badges that read like this:

JANE LORCHESTER
_____ CENTRAL SCHOOL DISTRICT
ROCHESTER, NEW YORK

Some Rochester area school board members and educators associate themselves closely with Rochester when they are out of town, but tend to disassociate themselves with the City of Rochester when they are back home.

Earlier in this report, there is a chronology of events called "Desegregation Measures That Have Been Put Into Effect Since August 1963." This listing indicates the beginning of the City School District's effort to end racial imbalance in the Rochester Public Schools. It notes that the Board of Education followed a June 1963 directive of the New York State Commissioner of Education by submitting to him on September 1, 1963, a report giving information on numbers of minority pupils in the schools and indicating recommended steps to correct any inequities which existed.

This request to school districts by the Commissioner of Education was not sent only to cities in which the majority of minority pupils were to be found, but reports were requested from all school districts in the state and all responded in their own way. Some indicated "we have no problem;" others recognized "while we have no minority pupils in our schools something should be done about it;" still other districts recognized "we have no minority pupils and something should be done about it, and we will do it."

The chronology of events since 1963 in this report lists the efforts of those suburban school districts around Rochester that did all three: (a) reported on existing conditions, (b) recognized that something had to be done, and (c) instituted corrective measures.

The City School District applauds those suburban school districts that have participated with us, not so much for any feeling that they have "helped the city with its problem" but for the enlightened realization that they needed help with their own problem. Realistically, it is more effectively stated as, "all of us need help with our problem." Still much more must be accomplished!

Urban-suburban cooperation has been a significant factor in the effort to reduce racial isolation in Rochester and other Monroe County schools. Of a total of 2,657 Rochester school children who are currently participating in pupil transfer programs, 590 are involved in programs with suburban children as follows:

	Public Schools
60	Brighton
150	Brockport (SUNY Campus School)
2	Brockport Central
45	Penfield
100	Pittsford
87	West Irondequoit
28	Wheatland-Chili

	Private and Parochial Schools
12	Harley School
12	Mother of Sorrows, Greece
15	Our Lady of Lourdes, Brighton
16	Rochester Christian School, Penfield
11	St. Jerome, East Rochester
13	St. John the Evangelist, Rochester
12	St. Louis, Pittsford
12	St. Thomas the Apostle, West Irondequoit
15	St. Thomas More, Brighton

Earlier summer school activity included cooperative programs with the suburban school districts of Brighton, Penfield, Greece and Webster.

The World of Inquiry School (Title III) in Rochester has also served a significant number of suburban students for almost three years in an innovative program from which a number of its features are being disseminated to other schools.

Numerous research studies - national, state, and local - have provided solid evidence of the value of these programs. Stereotypes vanish or are modified as children of different racial and ethnic backgrounds learn together. In general, Negroes achieved better in mixed than in non-mixed classes, white students did not lose ground in mixed classes and all students, black and white, tended to like school, their teachers and their classmates better.

Expectations for the Greater Rochester Area are greater than have been accomplished to date.

Some Monroe County teachers have appeared before their own boards of education to request quality integrated education. Through their councils and associations, Rochester and Monroe County principals have called for integrated schools.

Some students have appeared before their own boards of education with a similar request. The Student Union for Integrated Education (S.U.I.E.), a group of black and white, urban and suburban, public and non-public youth was organized to establish a much needed dialogue. Growing out of the "Trans-Urban Student Conferences" between urban and suburban schools, which started in 1963, S.U.I.E. played an important part in awakening interests in greater suburban involvement.

While thousands of city and suburban children have been given the opportunity to know each other better, thousands more could be given the same opportunity. There are greater expectations for the Greater Rochester Area.

In various recent statements of policy and recommendations, the Regents of the University of the State of New York have

.called upon "...all our citizens and their agencies of government and their civic organizations to take concrete steps to provide the social climate which will make it possible for us to increase the effectiveness of education."

.recommended -the exploration by school boards of the possibilities of improving racial balance in their schools through cooperative action with neighboring districts

-the establishment and modification of school district boundaries so as to eliminate and avoid those which result in racial segregation

-the revision and simplification of legislation authorizing school district reorganizations and the substantial increase of existing financial incentives for reorganization.

.made clear that "...we must not wait for other social, business, and political forces to remedy the ills. We must take initiative to overcome the lack of understanding and respect which is at the root of those ills."

IT IS TIME FOR ALL MEN, THEIR SCHOOL BOARDS AND THEIR GOVERNMENTS TO DO MORE!

WHAT CAN BE DONE?

1. The Genesee Valley District PTA should continue its support of the position of the New York State Congress of Parents and Teachers on equal educational opportunity by guiding its members in local units and councils to demonstrate strong positive support of the Board of Regents and the State Commissioner of Education, as guidelines are established on the formulation of school district plans to advance equality of educational opportunity.

   Parents should do everything in their power to work with their parent groups, school boards and administrators to accomplish the goals of the PTA resolutions on equal opportunity.

2. The present unofficial group of Monroe County School Board Presidents and Chief School Officers should become an established federation of districts in order to continue cooperative planning and action in many areas of common concern.

   This group, an informal association meeting monthly for two and a half years with staff support from the University of Rochester, does not need to have a monolithic structure and should be able to accomplish its goals, as BOCES does, without the loss of local control as prescribed by present education law. It should provide opportunity for all Monroe County School Districts to act together to improve education throughout Monroe County, especially by reducing racial isolation in any of the schools in the county.

Such joint effort would be in keeping with the recently announced plans of city and county officials to effect a series of governmental consolidations with the announced goal of improved efficiency, greater service to the people, and reduction of costs.

3. Plans should be developed and action instituted for multi-district cooperative use of Title I (E.S.E.A.) funds along with the melding of other federal and state funds for joint program participation. Such action could lead to creative and innovative approaches to education for city and suburbs alike.
4. Joint city-suburban long-range planning and effort should be an important priority for the Genesee Valley School Development Association and for the Center for Cooperative Action in Urban Education as programs are developed and as funds for joint efforts are sought. It would seem that wider government, foundation and industrial support would be forthcoming when city-suburban effort is substantial and sustained.
5. Urban-suburban transfer programs could be initiated in some districts and expanded in others.
6. The subcommittee on the "Common School" of the Monroe County School Board Presidents and Chief School Officers group should determine how quickly state and local joint effort and support can result in a school or complex of schools situated at or near the periphery of the city. Procedures would need to be developed by the cooperating districts and the State of New York to make possible attendance by suburban and city children alike.
7. The Advisory Committee on Intercultural Education of the Spencerport Central School District should be encouraged to

continue its effort toward the "construction of a novel regional school" to be attended by suburban and city children.

8. The Monroe County group of School Board Presidents and Chief School Officers and other civic, fraternal, church and youth groups should meet with area legislators, bringing them into the planning and action process so that necessary legislation to support the efforts of the State Commissioner of Education, the Board of Regents and the Advisory Planning Council on Quality Integrated Education will result.
9. Parents in all of Monroe County should listen to what their children have to say about the richness of cultural pluralism and help their children achieve it now.

When these significant steps have been taken through joint suburban-city action and when additional significant steps have been taken within the City School District, suburban Miss Lorchester can write Rochester, New York, on her convention badge and wear it proudly either a thousand miles from home or at a local meeting because she will then know that she is part of the success story of quality integrated education for all of Monroe County.

JANE LORCHESTER

_____ CENTRAL SCHOOL DISTRICT

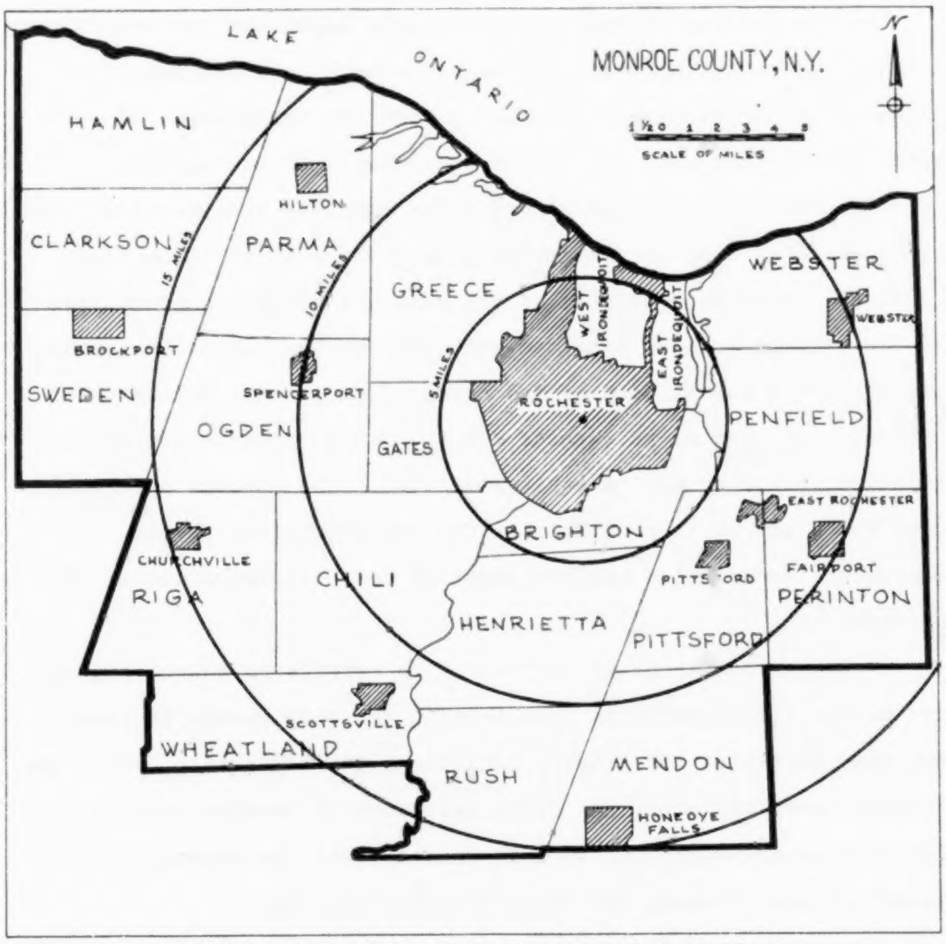
ROCHESTER, NEW YORK

"NO SEGREGATED SCHOOL CAN FULLY TEACH"

"No segregated school can fully teach, whether it is a black school in a slum or a white, middle class school in a posh neighborhood. We must mix our children, not necessarily to make them alike - to 'integrate' them - but to give them a true picture of realities and possibilities."

- Theodore R. Sizer
Dean, Graduate
School of Education
Harvard University

MONROE COUNTY - A COMPACT AREA


LAKE
ONTARIO
MONROE COUNTY, N.Y.
N
1½ 0 1 2 3 4 5
SCALE OF MILES
HAMLIN
HILTON
CLARKSON
PARMA
15 MILES
10 MILES
GREECE
WEST IRONDEQUOIT
EAST IRONDEQUOIT
WEBSTER
WEBSTER
BROCKPORT
SWEDEN
SPENCERPORT
5 MILES
ROCHESTER
OGDEN
GATES
PENFIELD
EAST ROCHESTER
BRIGHTON
CHURCHVILLE
RIGA
CHILI
PITTSFORD
FAIRPORT
PERINTON
HENRIETTA
PITTSFORD
SCOTTSVILLE
WHEATLAND
RUSH
MENDON
HONEOYE FALLS

NOTE: Center of Circles is Located at Intersection of Main Street and State Street.

CONCLUDING COMMENT

No educational reorganization of this magnitude and importance and no leadership in behalf of quality schools can succeed if either fails to recognize that the crises and the promise of our urban schools are also the crises and promise of our nation.

The resolution of the struggle for complete acceptance by the American Negro and other minority groups is critical to our very survival. A clear awareness of the past and present inadequacies of our society must be combined with the realization of the potentialities for social justice and cultural enrichment within our nation. The need to reorganize our schools to produce better educated people of all races is essential. The present structure does not allow us to provide the best education that is now possible. Every child has the right to the best education we can provide.

The paramount hope in our country's efforts to become a great and unique civilization is that we will act soon enough to realize the vast potential for growth, individual and collective, which the rich cultural pluralism and human resources of America provide. The schools are essential to this process, and the schools of Rochester can be among the first to point the way.

So, shall we have schools, and a nation, in turmoil, or shall we have schools free from racial and ethnic fears, where all children can learn well, each developing his special strengths and each participating in the building of a new and undoubtedly the best chapter in America's history? The predictable outcome of ignoring what needs to be done is devastating; the rewards to be gained through positive action are clear.

There has been widening indication that there is greater community readiness than heretofore to accept grade reorganization plans such as those described in this report. We have had demonstrations of firm and complete support for quality integrated education from the Rochester Teachers Association and Rochester's elementary and secondary school principals. Further, in the light of recent and earlier policy statements of the New York State Board of Regents, in the spirit of the resolutions of the Rochester Board of Education of August 21 and September 2, 1969 upholding quality integrated education, from the substance of recent court decisions, with a recommendation from the Special Citizens Committee (Meagher Report) for grade reorganization at the secondary school level, and with the sustained conviction of your Superintendent of Schools that quality integrated schools are the best schools for Rochester children, I recommend that the Board of Education approve the plans contained in this report, with such modifications as the refinement of data contained therein will require. I recommend, further, that the Board take appropriate action in time to permit the City School District to apply for state and federal funds which may be available for this purpose for use during the 1970-71 school year.

[redacted]

HOUSING PROJECTS UNDER CONSTRUCTION OR BEING PLANNED IN THE CITY OF ROCHESTER

Large-scale housing projects for families with children can have a significant effect upon school enrollments, and are taken into consideration in determining the educational facilities needed in various sections of the city.

In estimating the number of elementary school children who may be living in new housing projects, a study has been made of the number of elementary children presently residing in Hanover Houses, Chatham Gardens, and Norton Village.

Based upon experience in Rochester, the following formula has been used to estimate the number of children of elementary school age who can be expected to live in the larger housing projects:

Two bedroom units: one child for every two units
Three bedroom units: three children for every two units
Four or more bedroom units: five children for every two units

On the following pages are listed public and private housing projects which are under construction or are being planned, according to information received from the City Bureau of Planning. The estimated number of children of elementary school age who will be living in these projects is also given. It should be noted, however, that these children will not necessarily be new to Rochester. Some will have moved from other sections of the city.

Experience has shown that many families relocate within the same general area of the city. For this reason the Enlarged Home Zone Plan will tend to minimize the number of school changes for children in the same family, who relocate within the enlarged Home Zone district.

PUBLIC AND PRIVATE HOUSING PROJECTS PLANNED IN THE CITY OF ROCHESTER

SOURCE: CITY BUREAU OF PLANNING

School Dist.	Estimated Completion Date	Project	Types of Units						Total Units	Est. Elem. Students
			Elderly	Efficiency	1 Bdrm	2 Bdrm	3 Bdrm	4+ Bdrm		
1	Unknown	Winton Rd. - Unitarian Church			12	12	4	8	36	32
1	Unknown	1545 East Ave.	154						154	0
1	12/70	East Ave.-Valley Manor	150						150	0
1	Unknown	East Ave. and Colby St.		54					54	0
1	8/70	Gould St. - Eastwood Apt.		6	22	19			47	10
2	9/70	Bronson Ave.				20	19		39	39
2	9/70	Troup - Van Auker	64	22		78	60	30	254	204
2	2/70	Olean St.	161				52	24	237	138
3	10/70	Atkinson and Greenwood St.				4	2	2	8	10
4	8/70	FIGHT Square			15	54	65	15	149	162
6	9/70	Kelly and Joseph Ave.	72				54		126	81
7	Unknown	Lake Ave. and Birr St.		36	19				55	0
11	Unknown	Webster Ave. - Ackerman St.	108						108	0
13	Unknown	South Ave. - Bellevue Dr.	140						140	0
27	Unknown	Fromm Place & Central Park					11		11	17
28	12/69	Harris Park (Floverton St)		16	32	51	14		113	47
29	5/70	Danforth East-West Ave.	105						105	0

School Dist.	Estimated Completion Date	Project	Types of Units: Elderly	Efficiency	1 Bdrm	2 Bdrm	3 Bdrm	4+ Bdrm	Total Units	Est. Elem. Students
31	Unknown	University Ave.& N.Goodman St.	172						172	0
31	8/71	University Ave. & Alexander St.		73	98	25			196	13
31	Unknown	546 East Ave.			12	24	12	6	54	45
31	Unknown	Prince St. (Sacred Heart School site)	240						240	0
34	8/70	Santee-Merlin-Glenwood Ave.	130						130	0
36	4/70	Hollister St.-Merrimac St.					6		6	9
38	Unknown	Latta Rd.	52			44	26	10	132	86
38	8/70	Lake Ave. and Denise Rd.			52	52			104	26
41	Unknown	Keehl St.		75	75	100			250	50
42	Unknown	Boxart and Burley					76		76	114
43	Unknown	Mt. Read and Emerson	240	52	186	162	30		670	126
43	8/70	Dodge and Ashcroft		12	72	48			132	24
43	Unknown	Emerson and Stenson				36			36	18
44	8/71	Glide and McArdle St.	42						42	0
46	7/70	Shirley and Blossom Rd.	5				25	10	40	63
49	8/70	70 Crittenden Blvd.		24	144	144			312	72
49	8/70	315 E. Henrietta Rd.				12			12	6
50	12/69	St.Paul Circle S. Seneca Towers	504						504	0
52	8/70	Tryon Park				53			53	27
52	8/71	Tryon Park				53			53	27

JOHN MARSHALL HIGH SCHOOL
180 RIDGEWAY AVENUE
ROCHESTER, NEW YORK 14615

December 18, 1969

The Secondary School Principals of the Rochester City School District reaffirm their position that it is vital that all city schools, K-12, be integrated completely. We, therefore, urge the immediate implementation of a program which will achieve this goal.

We believe that it is imperative that our nation does not continue as two societies - one black and one white, separate and unequal. The public schools above all others, as guardians of our democratic ideals, must reflect in their pupil composition and operation the best of these ideals - one nation, indivisible.

Matthew Hoffman, Principal
John Marshall High School
Council President

Arnold Cantor, Principal
Monroe High School

Pincus Cohen, Principal
Benjamin Franklin High School

Ronald Heidenreich, Principal
Charlotte High School

Ingraham Humphrey, Principal
Edison Technical and Industrial High School

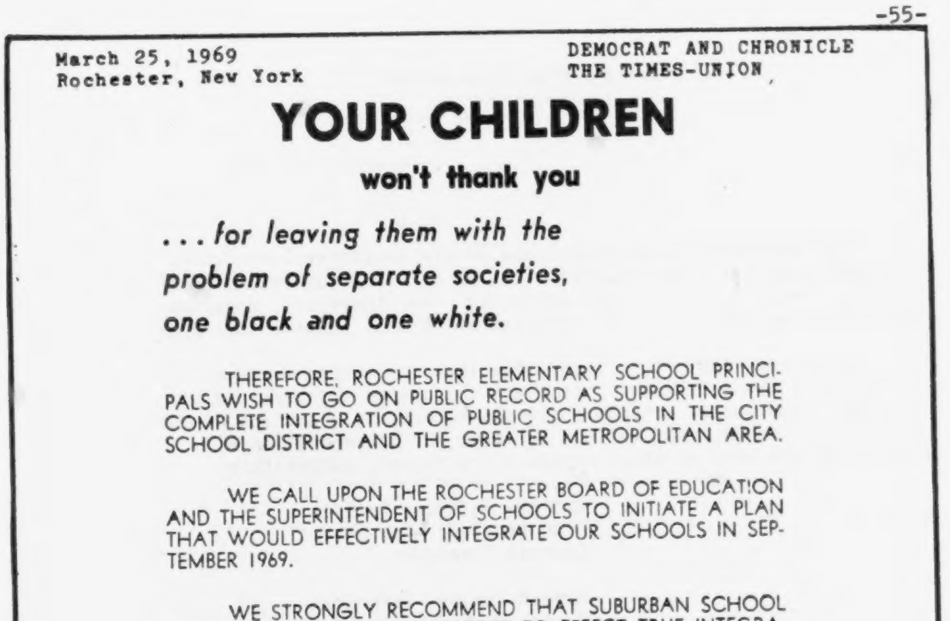
Norman Morreale, Principal
Jefferson High School

Benjamin Richardson, Principal
West High School

William Tkach, Principal
Frederick Douglass Junior High School

Alfred Valvano, Principal
East High School

Henry Williams, Principal
Madison High School



March 25, 1969
Rochester, New York

DEMOCRAT AND CHRONICLE
THE TIMES-UNION

YOUR CHILDREN

won't thank you

. . . for leaving them with the problem of separate societies, one black and one white.

THEREFORE, ROCHESTER ELEMENTARY SCHOOL PRINCIPALS WISH TO GO ON PUBLIC RECORD AS SUPPORTING THE COMPLETE INTEGRATION OF PUBLIC SCHOOLS IN THE CITY SCHOOL DISTRICT AND THE GREATER METROPOLITAN AREA.

WE CALL UPON THE ROCHESTER BOARD OF EDUCATION AND THE SUPERINTENDENT OF SCHOOLS TO INITIATE A PLAN THAT WOULD EFFECTIVELY INTEGRATE OUR SCHOOLS IN SEPTEMBER 1969.

WE STRONGLY RECOMMEND THAT SUBURBAN SCHOOL DISTRICTS JOIN US IN THE EFFORT TO EFFECT TRUE INTEGRATION.

WE BESEECH THE COMMUNITY TO PROVIDE MORAL AND FINANCIAL SUPPORT. TOTAL MOBILIZATION IS ESSENTIAL!

John Andolina
Richard Birch
Robert Boorman
Richard Cavallaro
Michael Chirco
Peter Ciurca
Carol Collins (Mrs.)
Dorothy Cooligan
Ruth Doyle
Margaret Farris (Mrs.)
Leita Findlay (Mrs.)
Harvey Fox
Frank Giangiobbe
Warren Heiligman
Robert Humphrey
M. Margaret Hurley (Mrs.)
Alexander Johnson
Mary Kinsella (Mrs.)
Cedric Lambert
George Leidecker
Gertrude Mabee
Domenic Mancini
Joseph Merenda
Nicholas Milella
James O'Connor
Eleanor Pugh (Mrs.)
William Pugh
Benjamin Richardson
Letha Ridley (Mrs.)
Harvey Rubin
Sarah St. Helens
Robert Santangelo
Francis Scalise
Elizabeth Schwartz
Richard Siebert
Mildred Siller
Donald Stefano
Bernard Strohmeyer
John Thomas
Ross Vasbinder
Dorothy Voss
Kenneth Waide
Florence Whittaker (Mrs.)
Alice Young (Mrs.)

*Kerner Report

Rochester Council of Elementary Leadership
270 Latta Road
Rochester, New York 14612

December 19, 1969

Mrs. William Peck
200 Corwin Road
Rochester, New York 14610

Dear Mrs. Peck:

The Elementary School Principals have been heartened by the progress of the Advisory Planning Council on Quality Integrated Education, delighted with the commitment of time and effort of the Council as the members explore ways to achieve their goal of quality integrated education.

At this time, we wish to reaffirm our position for the complete integration of public schools in the City School District and the greater metropolitan area. The Monroe County Elementary School Principals Association has endorsed and firmly supports our position.

We look forward to working together to eliminate de facto segregation in our schools.

Sincerely,

Margaret Farris

(Mrs.) Margaret Farris
President, Rochester Council
Elementary Leadership

MF:ps

c.c. Mrs. George W. Cooke
Dr. Louis A. Cerulli
Mr. Laplois Ashford
Mrs. Robert R. Phillips
Mr. Michael W. Roche
Mr. Gordon DeHond
Mr. Thomas R. Frey
Democrat & Chronicle
Times-Union

PHI DELTA KAPPA*

Rochester Chapter
Rochester, New York

March 19, 1969

POSITION ON SCHOOL INTEGRATION

The following statement was adopted as the official position of the Rochester Chapter of Phi Delta Kappa at its meeting of March 19, 1969:

The Rochester Field Chapter of Phi Delta Kappa, in acceptance of the charge placed on us by the National Phi Delta Kappa to promote quality education, recognizes that as professional educators we must take a stand on the critical issues that confront education today. We believe it is particularly incumbent upon us because our membership is comprised of all levels of education from elementary to university, urban and suburban, public and private. Our allegiance to quality education mandates activism.

Racial Integration has been identified as the most important goal of American Society in our times. Its attainment must be of top priority for all American schools.

We believe segregation, prejudice, discrimination, and their social concomitants damage the personality of all children. We submit the following compelling reasons for integrating our schools:

1. The non-white child has difficulty establishing a positive self-image in the racially isolated, deprived environment in which he finds himself.
2. The white child learns the prejudices of our society in an unrealistic school environment which fails to prepare him adequately to participate in contemporary adult society.
3. Segregation prevents communication and interaction between the races and tends to increase mutual suspicion, distrust, hostility and violence.

In support of these beliefs it shall be the obligation of each chapter member to promote the integration of all of our schools - urban and suburban, public and private, elementary to university level. The chapter encourages each of its members to become active in the following endeavors:

1. support school districts which are attempting to integrate their schools through the enrollment of inner city children.
    (a) by appearing at school board meetings to speak in behalf of the program
    (b) by supporting school board candidates who favor school integration.
2. take a leadership role as a teacher or administrator in his present position to promote the position stated in this document.

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* National honorary society for men in education

ROCHESTER COUNCIL OF PARENT-TEACHER ASSOCIATIONS
Genesee Valley District of the New York State Congress of Parents and Teachers
BRANCH OF THE NATIONAL CONGRESS OF PARENTS AND TEACHERS

December 22, 1969

Mr. Herman R. Goldberg
Superintendent of Schools
City School District
13 Fitzhugh Street South
Rochester, New York 14614

Dear Mr. Goldberg:

PTA on the National level, on the New York State level, and on the local Rochester level has for many years strongly supported the concept of quality integrated education for all children in our public schools. We have long realized that children attending racially and socio-economically isolated schools do not receive equal educational opportunities.

On March 8, 1966, and again as recently as August 27, 1969, the executive board of the Rochester Council of Parent-Teacher Associations has reaffirmed its position to urge the Rochester Board of Education to eliminate de facto segregation in our city schools and promises support to the school board in its efforts to implement quality integrated education.

Sincerely,

Stanley Marcus

Stanley Marcus
President, Executive Board
Rochester Council of PTA's

64 Edgerton Street
Rochester, N. Y. 14607

Teenagers' League For Responsible Citizenship
Room 400 - 25 East Main Street
Rochester, New York 14614

December 26, 1969

Board of Education
Rochester, New York

Members of the Board:

> "Integration is a necessity for quality education.
> Quality education is a necessity for life in our society."

These two sentences, taken from a recent resolution, capsulate the basic theory of the Teenagers' League for Responsible Citizenship in regard to school integration. The Administrative Council of Teen League believes that this opinion is widespread among the County's 40,000 high school students.

The Administrative Council, having reviewed the basic plans set forth in Superintendant Goldberg's Report on Quality Integrated Education, feels that these plans are logical, are fiscally possible, and will result in Quality Integrated Education for all children. Therefore, we hereby express our unqualified support for the report and urge all who read this letter to act immediately to implement the plans for the coming school year.

It is evident that a significant percentage of our suburban members feel culturally deprived because of the homogeneous composition of their schools. Therefore, we also urge the various suburban school boards to work with the City School District so that Quality Integrated Education does not stop at the city line.

We are the coming generation. We do not want the problems inherent in a two-class society. It is up to everyone to destroy the segregation that exists so that we will not just dream, but can expect a future in which all men have an equal chance in life.

Respectfully yours,
Administrative Council of Teen League

GENESEE VALLEY DISTRICT
New York State Congress of Parents and Teachers, Inc.
BRANCH OF THE NATIONAL

December 26, 1969

Mr. Herman R. Goldberg
Superintendent of Schools
City School District
13 Fitzhugh Street South
Rochester, New York 14614

Dear Mr. Goldberg:

We are concerned that all children regardless of race, creed, color, or ethnic background are being deprived of equal educational opportunity by attending segregated schools, whether such segregation be de jure or de facto. Students deprived of associating with others of varying backgrounds are not adequately prepared for the multi-culture society in which we live.

We, the Board of the Genesee Valley District PTA, strongly support the concept of quality integrated education.

Sincerely,

Jacquelyn E. Thompson

Mrs. William J. Thompson
District Director

152 Penarrow Road
Rochester, New York 14618

LEAGUE of WOMEN VOTERS of the

ROCHESTER METROPOLITAN AREA

Telephone 473-1697

75 College Avenue Rochester, N.Y. 14607

December 12, 1969

The League of Women Voters supports measures to further school integration and reduce racial imbalance in our schools. These measures should:

1) Improve the quality of education for all children
2) Create the best possible climate for acceptance of school integration in the community and schools
3) Encourage urban-suburban school district cooperation to reduce racial isolation in all schools

The League would support within a school system, comprehensive, simultaneous, district-wide rezoning of attendance areas to obtain maximum racial balance in the schools if equality of educational opportunity is provided for all students.

Members of the League of Women Voters have made many statements to the city and suburban school boards supporting the urban-suburban transfer program and urging integration of the schools. We have sponsored informational meetings in towns considering urban-suburban transfer programs.

We hope that any plan for integrating the Rochester schools will encompass the main points of our position and that we will be able to work for its adoption, public acceptance, and implementation.

Our position and comments are based fundamentally on the belief that we must strive for equality of educational opportunity for all persons. We do not believe this is provided when white and non-white children attend school almost completely segregated from each other. We consider reduction of racial isolation in the schools imperative to prepare students for life in a multi-racial world.

Beatrice B. Bibby

Mrs. Basil G. Bibby
President

CITY SCHOOL DISTRICT
[illegible] FITZHUGH STREET SOUTH
ROCHESTER, NEW YORK 14614
325-4560

SENATOR
WALTER F. MONDALE
OCT 15 10 23 AM '71

October 13, 1971

The Honorable Walter F. Mondale
309 Senate Annex
Washington, D.C. 20510
Attention: Mrs. Grayson

Dear Sir:

Superintendent Franco asked me to forward a copy of the FINAL REPORT: A THREE YEAR LONGITUDINAL STUDY TO ASSESS A FIFTEEN POINT PLAN TO REDUCE RACIAL ISOLATION AND PROVIDE QUALITY INTEGRATED EDUCATION FOR ELEMENTARY SCHOOL PUPILS.

As noted, several additional documents which relate to this study are enclosed; namely, Cost Analysis and Highlights of the Final Report.

If you have any questions about these materials, feel free to contact me by letter or telephone (716-325-4560).

Very truly yours,

Orrin H Bowman

Orrin H. Bowman
Acting Director of
Planning and Research

OHB:vp
Enclosures

9225

CITY SCHOOL DISTRICT
ROCHESTER, NEW YORK

COST ANALYSIS
OF
FIFTEEN POINT PROGRAM

DIVISION OF
PLANNING AND RESEARCH

FEBRUARY 19, 1971

9226

COST ANALYSIS OF FIFTEEN POINT PROGRAM

The accompanying figures and/or totals are based upon those items presented in Table I. Since the definition of "Instructional" expenditures is different from the usual one, it is important to note what is included. Basically, only those costs that related directly to the learning activities of pupils were used.

Table II reflects the per pupil instructional cost (as defined in Table I) for each of the different components. In addition, the per pupil instructional cost for students enrolled at the 34 other elementary schools was averaged for each of the years analyzed. The average three year total cost at the 34 schools was $1321 per pupil. However, the three year total cost per pupil at School No. 3 (Compensatory) was $2466, almost twice as much as the former (86.7%). Displayed in Table II are Fifteen Point component costs and indices that provide additional comparison bases.

In Table III, the three year average (1967-70) per pupil costs are shown on the diagonal. Off-diagonal amounts reflect the differences for each of the programs assessed. For example, Integration-In at School No. 2 cost approximately $333 less per pupil per year than the Compensatory program at School No. 3

CONCLUSIONS

1. Pupils involved in Compensatory classes incurred the greatest average instructional costs, i.e. $822 per year. They also showed the greatest relative gains in achievement during the three year period studied, since they ranked lowest on pretest measures.

However, its value may be contested. Black pupils participating in both Integration-In (#2) and Integration-Out (8 schools) showed almost the same growth but at approximately 3/5 the cost (59.5% and 54.1% of the Compensatory costs respectively).

2. Expenditures affixed to maintaining Segregated classes at School No. 4 were not too different from those required to integrate children at School No. 2 and 8 outer city schools (No. 4 = $475 AV/C/YR; No. 2 = $489 AV/C/YR; 8 outer city schools = $445 AV/C/YR. Since transportational costs were not included in the operational definition of instructional costs, the latter two averages should be increased accordingly if these costs were to be included in the interpretation.
3. Excluding transportational expenditures, the annual per pupil average difference for instructing children in an integrated inner city setting, i.e. School No. 2, or at 8 outer city schools was $44 (Table III). Although the three year achievement gains favored the School No. 2 integrated Black pupils slightly, it was not great and may have resulted from the enrichment activities. Thus, in perspective, Integration-Out appeared to have almost comparable long term achievement effects at a reduced per pupil expenditure (of $44 per year).

TABLE I

FIFTEEN POINT PROGRAM INSTRUCTIONAL COSTS

INCLUDED	EXCLUDED
1. Teacher salaries	1. Central Office professional salaries (including instructional services and pupil personnel services)
2. Building administrative salaries	2. Civil service salaries (operation & maintenance, clerical, and other)
3. Teacher aides	3. Equipment
4. Instructional supplies	4. Office supplies
5. Text books	5. Maintenance supplies
6. Work books	6. Custodial supplies
7. Pupil periodicals	7. Insurance
8. Library books	8. Fuel, lighting, power, water, & telephone services
9. Records, tapes, films	9. Service contracts
10. Professional and technical services	10. Repair contracts
11. Travel: in and out of District	11. Lunchroom costs
Funding Sources: Local funds 15 Point Program (State) Project Beacon (State) Title I (Federal)	12. Employee benefits (retirement, social security, and health & life insurance)
	13. Pupil transportation

DIVISION OF
PLANNING AND RESEARCH

FEBRUARY 1971

TABLE II

FIFTEEN POINT PROGRAM
COMPARATIVE COSTS

	1967-68		1968-69			1969-70			3-Yr. Total	
	C/P	% Cmprd #3	C/P	% Cmprd #3	% Cmprd 67-68	C/P	% Cmprd #3	% Cmprd 67-68	C/P	% Cmprd #3
Compensatory #3	$715	100.0	$870	100.0	121.7	$881	100.0	123.2	$2466	100.0
Integration-In #2	453	63.4	527	60.6	116.3	486	55.2	107.3	1466	59.5
Segregation #4	425	59.1	493	56.7	116.0	507	57.5	119.3	1425	57.8
Integration-Out #1, 7, 23, 30 38, 39, 41, 46	387	54.1	457	52.5	118.1	492	55.8	127.1	1336	54.1
All Other Elem. Schools (N=34)	397	55.5	443	50.9	111.6	481	54.6	121.2	1321	53.6
Total Budget	$47,143,630		$54,209,298		115.0	$58,321,674		123.7		
Consumer Price Index		100.0			105.4			111.1		

NB: Special Education Costs Per Pupil are not included.

Division of Planning and Research

February 1971

TABLE III

DOLLAR DIFFERENCE IN PER PUPIL COST
BY PROGRAM (3 YEAR AVERAGE, 1967-70)

	Comp #3	Integ In #2	Seg #4	Integ Out	Other
Compensatory (Sch. No. 3)	822	-333	-347	-377	-382
Integration-In (Sch. No. 2)		489	- 14	- 44	- 49
Segregation (Sch. No. 4)			475	- 30	- 35
Integration-Out (N = 8 Schools)				445	- 5
Other Elem. Schs. (N = 34 Schools)					440

DIVISION OF PLANNING
& RESEARCH

FEBRUARY 1971

CITY SCHOOL DISTRICT
ROCHESTER, NEW YORK

DIVISION OF
PLANNING AND RESEARCH

JANUARY 5, 1971

HIGHLIGHTS OF FINAL REPORT: FIFTEEN POINT PLAN

I. BACKGROUND INFORMATION

A. Board Action

1. August 27, 1963 - Policy statement committing its future actions to the reduction of racial imbalance in schools where such imbalance existed
2. November 21, 1963 - Directed administration to implement the Open Enrollment Plan
3. September 1965 - Urban-Suburban Transfer Plan - Cooperative effort with West Irondequoit District
4. March 16, 1967 - Adoption of Fifteen Point Plan
5. March 5, 1970 - Grade Reprganization and Desegregation Plan of the Rochester Public Schools (Zones A and C)

B. General Objectives of Fifteen Point Plan

1. Reduction of racial isolation in the schools
2. Provision for quality integrated education for all children
    - (a) Two-way Open Enrollment - School No. 2
    - (b) Compensatory Education Plan - School No. 3 (K-3)
    - (c) Open Enrollment - School No. 3 pupils (4-6)

II. EVALUATION DESIGN

A. Three Year Longitudinal Study

September 1967 - June 1970 (2 and 3 year participants)

B. Population

1. Pupils enrolled at 11 elementary schools
2. Overall, pupils attended 22 schools
3. All pupils Nos. 2,3; samples at other schools

C. Schools and Grades Involved

Inner City: School No. 2 (K-6)
School No. 3 (K-3)
School No. 4 (Control School)
1 Primary Grade; 1 Intermediate Grade
Additional Control Schools: 6, 9, 27

Outer City: Eight Schools: Nos. 1,7,23,30,38,39,41,46

D. Variables Measured

1. Pupil Achievement, Pre-Post Basis

   (Generally:Vocabulary, Reading Comprehension, Arithmetic Concepts, Problem Solving, and Computation)

2. Pupil Attendance

   1967-68 Visual analysis
   1968-69 t-tests
   1969-70 t-tests

3. Teachers' Perception of Pupil's Social Growth and Work Habits

   (First year visual analysis, second and third years t-tests)

E. Program Emphases

1. Compensatory Education (C) - Reduced class size (15-18) and extensive supportive services
2. Integration-In (II) - Inner city setting; broad supportive services and enrichment emphases
3. Integration-Out (IO) - Outer city setting; limited supportive services
4. Segregation (S) - Virtually total ethnic minority pupils in inner city setting with broad supportive services

F. Research Questions

EMPHASIS			(B) PUPILS					(W) PUPILS	
			Seg. Cont.	Seg. Expt'l	Comp. Ed.	Integ-In	Integ-Out	Integ-In	Integ-Out
PUPILS	BLACK	Seg. Cont.		Q-8	Q-1	Q-5	Q-6		
		Seg. Expt'l			Q-1	Q-5	Q-6		
		Comp. Ed.				Q-2	Q-2		
		Integ-In					Q-3	Q-7	Q-7
		Integ-Out							
	WHITE	Integ-In							Q-4
		Integ-Out							

NOTE: SSI vs. Integ.-In Q-7
SSI vs. Seg. Cont. Q-9
SSI vs. Seg. Expt'l. Q-9

G. Statistical Procedures

1. T-tests
2. One-way analysis of Covariance
3. Criterion acceptance: based on .05 level of significance

III. FINDINGS

A. Rank Order of Pupil Scholastic Growth by Program Emphasis

1. Compensatory Education

Reduced class size (15-18 pupils) with extensive supportive services

2. Integration-In

   White pupils enrolled in inner city setting; black pupils attending their neighborhood school with broad supportive services and enrichment emphases

3. Integration-Out

   Black pupils enrolled in outer city setting; white pupils attending their neighborhood schools with limited supportive services

4. Segregation

   Black pupils attending inner city neighborhood schools with broad supportive services

B. Ideally Inferred Program Emphasis

   Integrative - Compensatory educational programs having extensive supportive services

C. Additional Findings

1. Black pupils and white pupils who scored similarly on pretest measures and who attended integrated classes tended to have similar outcomes three years later.

2. Black pupils integrated at the primary level (Grades K-3) tended to show relatively higher scholastic gains than those black pupils who became integrated at the intermediate level (Grades 4-6).

3. Pupils having stability in residency reflected higher achievement outcomes in data obtained from the New York State Pupil Evaluation Program.

4. Children who attended schools located in their neighborhood recorded fewer days of absenteeism than those enrolled in schools outside of their residential district.

IV. POSSIBLE IMPLICATIONS

A. Unlike one type of Compensatory Educational Program in New York City (MES), the Rochester Compensatory Educational approach showed measurable benefits over a three year period.

B. While six recent cross-sectional studies [Radin (1966) Ypsilanti, Michigan; Jessup (1967) New York City; Meketon (1966) Kentucky; Lockwood (1966) New York State; Matzer (1965) California] found minority integrated pupils' performance to be higher, the evidence was suspect because control measures were not adequate. The evidence shown in the Fifteen Point Program is quite conclusive, i.e. integrated minority pupils recorded higher achievement gains than segregated minority pupils.

C. Evidence demonstrated in the Fifteen Point Program corroborates that found in other studies [Coleman, 1965; Fortenberg, 1959; U.S. Commission on Civil Rights, 1967] that the younger children are when they enroll in integrated classes, the higher the probability of scholastic success.

D. Cost Effectiveness Analysis

Presently in process; complete data will be available before February 1971.

9236

CITY SCHOOL DISTRICT
ROCHESTER, NEW YORK

FINAL REPORT:
A THREE YEAR LONGITUDINAL STUDY TO ASSESS A FIFTEEN POINT PLAN TO REDUCE RACIAL ISOLATION AND PROVIDE QUALITY INTEGRATED EDUCATION FOR ELEMENTARY SCHOOL PUPILS

Division of Planning and Research

SEPTEMBER 1970

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SUPERINTENDENT OF SCHOOLS

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DIVISION OF PLANNING AND RESEARCH

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PREFACE

Two overriding objectives characterized the Fifteen Point Plan, a plan adopted by the Rochester Board of Education in February 1967. They were:

- The reduction of racial isolation in the schools

- The provision of quality integrated education for all children

In this third and final evaluation of selected parts of the Fifteen Point Plan, effort was made to recapitulate salient features leading up to its adoption, and to assess pupil growth and achievement after two or three years of direct participation in the variously defined classroom settings. Specifically, black pupils enrolled in racially segregated, compensatory, and integrated classrooms were compared in terms of scholastic achievement as measured by selected standardized tests, school attendance, and social growth and work habits as perceived by the classroom teacher. In addition, white pupils who transferred from their predominantly white neighborhood schools to attend classes at an inner city school, were compared with their home school counterparts and, whenever feasible, with their new classmates on the same bases.

At the beginning of the Fifteen Point Program, it was believed that at least three years of intensive followup of pupils participating in each of the components was necessary to assess the program adequately. Now in retrospect, it appears that this choice was discreet since both pupil mobility and changing instructional emphases would have affected prolonged or plausible followup efforts.

Therefore, this final report surpasses the scope of the two earlier interim reports. Occasionally, reference is made to the evidence cited in those reports; however, the findings and conclusions described in the following pages generally supplant those inferred from the preceding studies.

An undertaking of this magnitude necessitates the cooperation of a host of people. Among those to whom appreciation is expressed are the pupils, teachers, and principals of the participating schools, Division of Planning and Research Civil Service personnel (Donna Beyea, Dorothy Greenbaum, Evelyn Hoffman, Patricia Kelly, Veronica Poarch, and Louise Waide), and other Central Office representatives, namely, John Griffith, Charles Messerich, Dr. George Rentsch, and David Weart. Dr. Russel Green's assistance as a Research Consultant in establishing the research design and reviewing the outcomes deserves special mention.

All of the above people are gratefully acknowledged for their contributions in completing this report on the Fifteen Point Program.

Orrin H. Bowman

CHAPTER ONE

THE FIFTEEN POINT PLAN IN PERSPECTIVE

BACKGROUND

On August 27, 1963, the Board of Education of the City School District of Rochester, New York, unanimously adopted a policy statement committing its future actions to the reduction of racial imbalance in schools where such imbalance existed. In its policy statement, the Board recognized that "one of the functions of the public schools is to prepare children for life in a democratic society" and that "the fulfillment of this function depends in part upon the degree to which children have opportunities during their public school careers to become acquainted with children from a variety of cultures."

As an outgrowth of its policy statement, the Board of Education on November 21, 1963 directed the administration to initiate steps to implement the Open Enrollment Plan. This plan established the practice of children being voluntarily transferred into one of several schools in which there was both available space and where the racial composition needed greater balancing. On February 3, 1964, approximately 500 children from the inner city began this new experience. As a result of the Open Enrollment Program, every elementary school in the City School District soon had some black children included in its enrollment.

Following the implementation of the Open Enrollment Plan, the West Irondequoit Central School District, a suburban district contiguous to the northern border of Rochester, requested the transfer of children from the inner city to its schools. Upon approval of both Boards of Education, the West Irondequoit Public Schools enrolled twenty-five first grade pupils from Rochester's William H. Seward School No. 19 in September 1965. Thus, the first cooperative effort of urban and suburban districts in Monroe County began. In subsequent years additional inner city first graders continued to enter the West Irondequoit Public Schools so that in September 1969, eighty-seven children were attending the several elementary schools of this suburban district.

Other school districts soon expressed similar interest and adopted policies which brought inner city pupils into their schools. Following a summer program in 1966, the State University College at Brockport Campus School enrolled thirty-two Rochester children for the 1966-67 school year. This program was expanded in the Fall of 1967 to include eighty children, increased to 112 for 1968-69, and enrolled a total of 150 pupils for the 1969-70 school year. In February 1967, the Brighton Public Schools enrolled fifty-seven elementary level children from the City School District and continued the program during the succeeding three years. To date, some 581 Rochester pupils attend school outside of the City School District. In addition to the aforementioned public school districts, Rochester pupils transferred to public and/or parochial schools in Penfield, Pittsford, Wheatland-Chili, Hilton, Greece, and East Rochester. A private school, Harley, and the Rochester Christian School complete this listing.

As a result of these various transfer programs, many children from racially imbalanced schools have participated in integrated school experiences during the past six years. Although implementation of these programs has contributed toward reducing the racial imbalance in many of the receiving schools, in other schools of the city the imbalance continued to increase, largely because of housing practices.

THE FIFTEEN POINT PLAN

In a major effort to offer a long-range solution to the problem of racial imbalance, the City School District during the 1966-67 school year prepared a series of plans for the desegregation of the elementary schools. These plans were presented to the Board of Education on February 1, 1967. Essentially, three locally developed plans and a fourth plan, developed by the Center for Urban Education of New York City, were included in the report. Both tactical interim steps as well as long-range strategic proposals were presented. Copies of this report entitled, Desegregation of the Elementary Schools, are on file with the New York State Education Department.

After several weeks of intensive community deliberation and Board of Education study, the Rochester Board of Education adopted a Fifteen Point Plan to further reduce racial isolation. This plan utilized selected features of the Combination Plan presented in the desegregation report, but added specific steps which could be implemented in the immediate future. Overall, the Fifteen Point Plan posited dual objectives. They were the reduction of racial isolation and the provision of quality integrated education for all children. Its fifteen features provide the source from which the title is derived and consist of the following points:

1. Use selected features of the Combination Plan but add additional steps within the city together with those that may be made possible through the cooperation of the larger community.
2. Reduce class size sharply in September 1967 in Grades K-3 at Nathaniel Rochester School No. 3 to approximately fifteen; in addition, a teacher aide, living in the immediate neighborhood, may be employed for each classroom; a fulltime specialist in reading instruction will be added to the staff of School No. 3.

3. Provide a reading specialist for each inner city school in addition to the present supervising and helping teacher programs.

4. Transfer children, with parental permission, in Grades 4-6 from School No. 3 to schools in which space exists or can be created by the transfer of some seventh graders to nearby high schools; the receiving schools will include Schools No. 21, 30, 34, 38, 41, 42, 43, and 44.

5. Transfer three M.A.P. classes for the gifted to Clara Barton School No. 2 in September 1967 and invite applications from suburban parents for transfer of gifted children to these classes on a tuition basis, as space permits.

6. Implement in September 1967 a program of voluntary, reverse open enrollment to the two new beautiful schools, Clara Barton School No. 2 and Dag Hammarskjold School No. 6, and plan for the establishment of a summer school program, open to students in the city at large, at these two schools under Title I of the Elementary and Secondary Education Act of 1965 for the Summer of 1967.

7. The above voluntary, reverse open enrollment program and relocation of some classes for the gifted for the public schools will be accompanied by a similar program in the Catholic schools as announced by the Right Reverend Monsignor Roche, Superintendent of Diocesan Schools.

8. Implement the interim World of Inquiry School in September 1967 under Title III of the Elementary and Secondary Education Act of 1965; this interim school, located in the inner city, would house 130 children and would be an integrated school with registration for attendance open [to pupils from both the city and the suburbs].

9. Continue to work for the expansion of urban-suburban pupil transfer programs for both the Summer of 1967 and the 1967-68 school year.

10. Continue the integrated prekindergarten program at Sylvanus A. Ellis School No. 26.

11. Encourage the development of a voluntary cooperative federation of school districts in the region to discuss and plan ways of reducing racial isolation in Monroe County as well as other matters of mutual concern.

12. Continue the Open Enrollment and TRIAD Programs and encourage additional participation.

13. Cooperate fully with all community agencies whose programs seek to remove the basic causes of racial isolation.

14. Work closely with the office of the coordinator of the Demonstration Cities Program and other related city departments to strengthen the total effort to upgrade the city through new educational facilities and services; in addition, continue to study the replacement of schools with a view toward site selection that will improve our total educational program to the greatest extent possible as we attempt to achieve quality integrated education.

15. Request the Board of Regents and the Commissioner of Education of New York State to assist the Board of Education in its planning by sending a report on progress made toward the elimination of legal and financial barriers to reducing racial isolation in the schools in the Rochester area.

IMPLEMENTING THE PLAN

Planning the implementation phases of the Fifteen Point Plan began immediately after its adoption in February 1967. In addition to involving State Education Department officials, it necessitated extensive local community interaction. Many parents, educators, and community officials cooperated in resolving the numerous problems confronting them. By September 1967, key aspects of the Fifteen Point Plan had become operational; their effects have continued to pervade both the Rochester City Schools and various suburban school districts through this writing.

This report, along with its two antecedent reports, constitutes the attempt to assess selected features of the Fifteen Point Plan as demonstrated by pupil achievement and growth in different classroom settings. These settings, the measurements used, and the analyses made are described more fully in the ensuing sections. To recapitulate briefly, this report contains the evaluation of three major portions of the Fifteen Point Plan:

1. Reduction of class size in the primary grades at Nathaniel Rochester School No. 3

2. Transfer of intermediate grade pupils from Nathaniel Rochester School No. 3

3. Expanded Open Enrollment at Clara Barton School No. 2

THE SELECTED FEATURES ASSESSED

The selected features of the Fifteen Point Program covered by this report may be reduced to three major components. The first represents that style of education which has come to be known as "compensatory education." In this approach, no attempt was made to desegregate the racially imbalanced neighborhood school in the black community. Rather, energies and funds were channeled into avenues that permitted smaller class sizes by increasing the ratio of adults to pupils, and expanding provisions for supportive and remedial services.

The assumption on which compensatory education is based is the belief that greater pupil-teacher interaction yields higher pupil achievement. Stated specifically for this study, the more a teacher or an authorized adult works and interacts with an educationally disadvantaged pupil in his neighborhood school, where the average class numbers 15-18 pupils, the greater are the pupil's achievement and growth on selected scholastic measures.

The second component features integration of children by way of both the traditional manner; i.e. where black children transfer to schools which have predominantly white pupil populations (Integration-Out) and the reverse, a unique provision of pupil transfer in which children from predominantly white schools transfer into the core or inner city schools with a pupil population predominantly black (Integration-In at Schools No. 2 and 6). No overt attempts were made to restrict class size as characterized by the compensatory educational classes. Thus, the implicit benefits of integrated education are subsumed from the interaction of teachers and pupils in standard class size settings (avg. 27) where some pupil ethnic differences (and in this case economic differences) are prevalent. Stated somewhat differently, the pupil benefits derived in this context are believed to be associated with both teacher influences and the exchanges among/between classmates who have diverse backgrounds.

Segregation is the final component and represents the ethnic status at selected inner city schools where no overt intervention has occurred. It arises largely from housing practices exemplified in a particular neighborhood. While segregation exists in both white and black racially dominated neighborhoods, this study focuses primarily upon contiguous schools of the inner city. Hence, classes that are described as segregated refer to those consisting of approximately 24-28 black pupils who are essentially similar to each other in terms of socioeconomic characteristics and who attend their neighborhood inner city schools. Specifically, selected pupils from classes at Clara Barton School No. 2 and George Mather Forbes School No. 4 represent the segregated pupils in this report.

NOTE: Because unusual pressures occurred at the Segregated Control School (School No. 4) during the 1968-69 school year, two additional control type schools were identified and utilized in data analysis. This will be described more fully in later sections of this report.

CHAPTER TWO

PARTICIPATING SCHOOLS AND COMPONENT DESCRIPTIONS

The first ethnic data for the City School District were recorded for the 1962-63 school year. With an ethnic minority enrollment (K-12) of approximately 7500 pupils at that time, this figure represented 18 percent of the district's enrollment. For the 1969-70 school year, the most recent year for which these data were available, the ethnic minority enrollment was in excess of 15,300 pupils or approximately 35 percent of the district's total.

Thus, the change for an 8-year enrollment span shows more than a doubling of ethnic minority enrollees in the public schools of Rochester. Moreover, certain geographical areas of the city became high density areas for the ethnic minority population. In Rochester specifically, the ethnic minority population concentrated largely in the "inner city." As a result of the residentiary patterns, some school enrollments became predominantly ethnic minority pupils while others remained predominantly white.

As stated earlier, the Fifteen Point Program was implemented in the Fall of 1967. The participating elementary schools were classified into two broad categories, i.e. inner and outer city schools. The inner city schools were characterized as having predominantly black pupil enrollments while the outer city schools had predominantly white pupil enrollments. With the implementation of the Fifteen Point Program, the percentage of ethnic minority enrolled at many of the schools was changed; a few significantly.

To elaborate, the inner city schools participating in the program were Nathaniel Rochester School No. 3, the Compensatory type School (Component One), Clara Barton School No. 2, the Experimental School (Components Two-Three), and George Mather Forbes School No. 4, the main Control School (Component Three). Outer city participating schools included Schools No. 1, 7, 23, 30, 38, 39, 41, and 46 with each receiving inner city resident black pupils. In addition, Schools No. 21, 34, 42, 43, and 44 were the prime recipients of the intermediate level children who were transferred from School No. 3 to effect the compensatory emphasis. Moreover, several outer city schools shared in the unique feature that provided the voluntary transfer of white pupils into the inner city Experimental School No. 2, thus effecting a two-way transfer exchange.

Table 1 shows the enrollment and percentage of ethnic minority pupils (primarily black) by school for the 1966-67 school year, the year preceding implementation of the Fifteen Point Program, and for each of the subsequent three years during which the program was in effect. These were the selected schools from which data were gathered for assessing the effectiveness of the Fifteen Point Program.

As shown, two of the three inner city elementary schools were populated almost exclusively by black pupils for the four years recorded. School No. 2 had a similar enrollment for the first year, but changed to approximately 81 percent for the following 3-year experimental time period. Outer city school ethnic minority

TABLE 1

ENROLLMENT (NUMBER) AND ETHNIC CENSUS (PERCENTAGE) FOR SELECTED SCHOOLS PARTICIPATING IN THE FIFTEEN POINT PROGRAM
1966-67 -- 1969-70

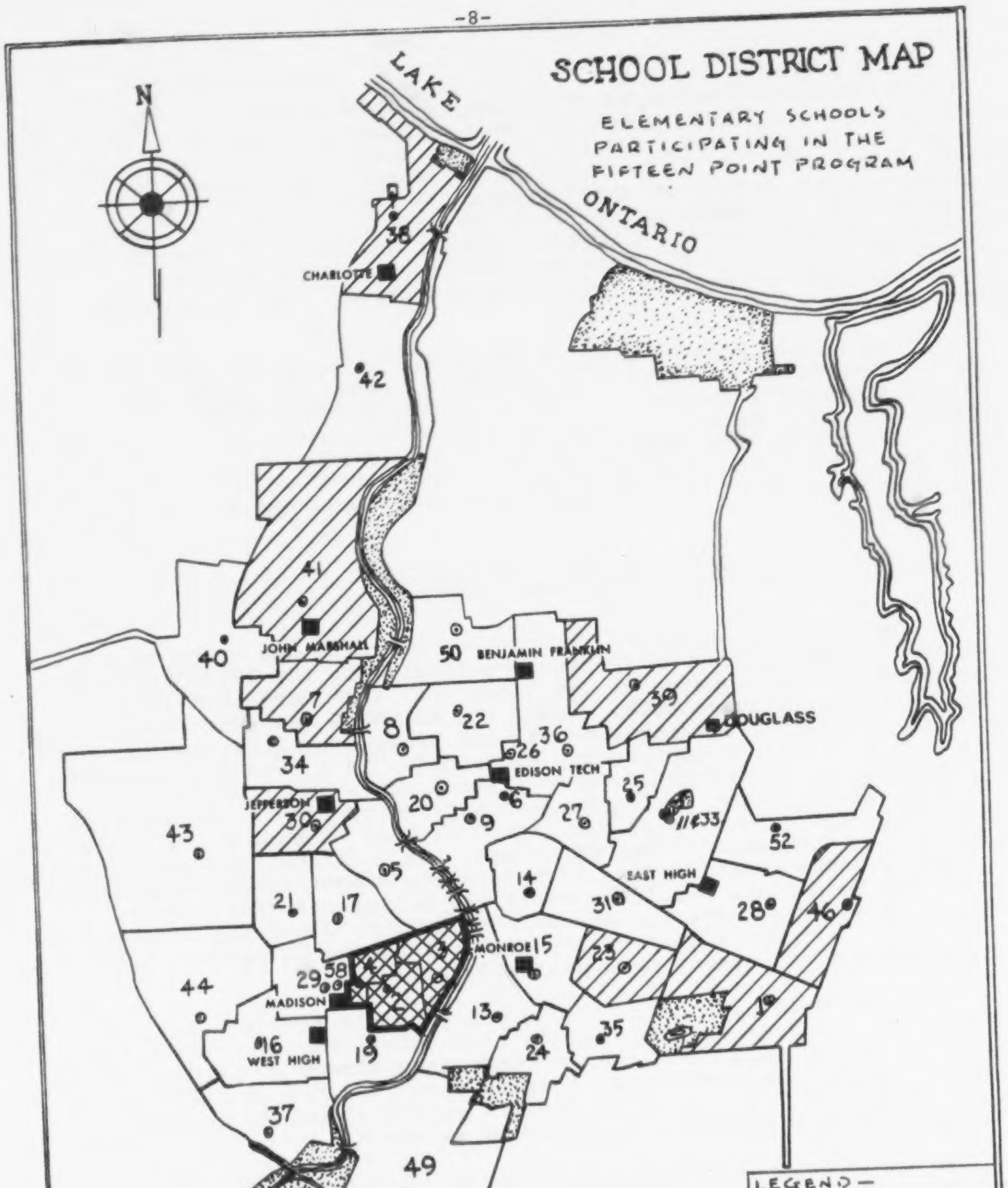
Elementary School	Enroll. (By Yr.) & %age of Ethnic Minority*							
	1966-67		1967-68		1968-69		1969-70	
	No.	%age	No.	%age	No.	%age	No.	%age
INNER CITY								
No. 2	947	97.9	811	81.3	807	80.8	884	80.6
No. 3	690	98.6	418	99.5	366	97.9	350	98.3
No. 4	752	98.0	725	98.4	660	98.4	647	99.5
OUTER CITY								
No. 1	50	11.1	96	21.4	88	23.5	79	21.3
No. 7	24	4.5	36	6.5	131	18.6	96	13.6
No. 23	61	13.2	96	19.8	99	20.6	81	16.4
No. 30	53	7.7	104	15.3	91	13.5	81	12.0
No. 38	49	6.6	78	10.5	62	8.8	87	12.9
No. 39	169	19.1	216	25.4	200	26.8	208	28.4
No. 41	19	2.5	83	10.5	99	12.2	82	10.7
No. 46	22	4.3	35	7.0	37	7.9	60	15.2

* Includes Negro, Spanish-surnamed, American Indian, and Oriental pupils (1969-70 Annual Statistical Report)

enrollments varied from approximately 7 to 28 percent for the experimental time span, although the 1966-67 school year records a range from 2.5 to 19.1 percent ethnic minority enrollees. The accompanying map shows the relationship of the major inner and outer city schools involved. Following sections describe more specifically how each of the participating schools became associated with a particular component of the Fifteen Point Plan.

COMPONENT ONE: COMPENSATORY EDUCATION

Initially, children in Grades 4-6 from Nathaniel Rochester School No. 3 were transferred to outer city receiving schools in which the percentage of black pupils was below the citywide average. In November 1966, Nathaniel Rochester School No. 3 had an enrollment that was 98.5 percent black. In addition, the results of the New York State Pupil Evaluation Program administered in October 1966 showed that 72 percent of the children entering first grade in School No. 3 could be defined as educationally disadvantaged, i.e. 72 percent of the children at this grade level fell below satisfactory levels of readiness for instruction in Reading, as defined by the New York State Education Department. Of the elementary schools in the City School District in the Fall of 1966, this school had the highest percentage of black children as identified by the Annual Ethnic Census and the highest percentage of educationally disadvantaged children as defined by the New York State Pupil Evaluation Program.


SCHOOL DISTRICT MAP
ELEMENTARY SCHOOLS PARTICIPATING IN THE FIFTEEN POINT PROGRAM
N
LAKE
ONTARIO
38
CHARLOTTE
42
41
JOHN MARSHALL
40
50
BENJAMIN FRANKLIN
7
39
DOUGLASS
8
22
36
26
34
EDISON TECH
25
JEFFERSON
30
20
6
9
27
11 & 33
43
52
5
14
EAST HIGH
21
17
31
28
46
MONROE
15
23
29
58
44
MADISON
13
1
16
WEST HIGH
19
24
35
37
49
1 MILE
6000
SCALE : 6000 FT. = 1 in.
= elementary schools
= High Schools
LEGEND —
INNER CITY SCHOOLS
OUTER CITY SCHOOLS

By transferring children in Grades 4-6 from School No. 3 to outer city receiving schools, space was made available to reduce class size sharply in the remaining grades, K-3. In addition to achieving class size of approximately fifteen pupils or less to one teacher for September 1967, a teacher aide, frequently indigenous to the neighborhood, was employed for each classroom. Furthermore, under ESEA Title I assistance, a reading teacher was added to the staff of School No. 3 to instruct classroom teachers in using remedial procedures and to help individual pupils overcome special reading handicaps.

Instructionally, School No. 3 followed the "regular" program of study. However as an inner city school, it obtained additional special projects and services made available through ESEA Title I appropriations. These included the Artmobile, Intercity Audiovisual Bus Trips, Educational Media, and a fulltime elementary school counselor. Moreover, pupils attending this school were eligible to apply for voluntary transfer under the Open Enrollment Plan.

COMPONENT TWO: INTEGRATION

As previously stated, the City School District has operated an Open Enrollment Program since February 1964. For the 1969-70 school year, nine schools located in the inner city sent more than 1200 pupils to outer city schools. Under the Expanded Open Enrollment Program, children attending schools with heavy concentrations of white pupils were given the opportunity to transfer in a reverse direction to Clara Barton School No. 2, a relatively new school located on Reynolds Street in the inner city and serving pupils in the district adjacent to the School No. 3 district. In 1966, School No. 2 had an enrollment which was 97.9 percent black. In addition, the percentage of first graders identified as educationally disadvantaged according to the New York State Readiness Tests was 33 percent (Fall 1966). Although this percentage was not as high as the 72 percent enrolled at School No. 3, it was significantly higher than the 23 percent used to define minimum competency on a statewide basis.

As of March 1970, a total of 228 white pupils from K-6 had voluntarily transferred into Clara Barton School No. 2, causing the ethnic census to show white pupils comprising almost 20 percent of the school's population. Moreover, results from the 1969 administration of the Readiness Tests given to Grade 1 pupils showed 33 percent scoring below the minimum competency level again.

The instructional program at School No. 2 was expanded for both the integrated and segregated pupils in several ways. One provided instruction in beginning French for intermediate grade pupils. Specialists in Far Eastern Studies, Reading, Mathematics, and Science were added to enrich the daily offerings and to provide greater individualized experiences for all pupils. School No. 2 was also involved in Project BEACON, the local segment of the State Project ABLE. Specifically, Project BEACON was concerned with the development of materials and programs in the areas of language arts, Negro history, cultural enrichment, and ego development for primary level pupils. In addition, other services available to all School No. 2 pupils through ESEA Title I or Urban Education Aid included the Artmobile, Educational Media, Intercity Audiovisual Bus Trips, Counseling, and an Art Action Center staffed by a fulltime art teacher. Thus, white pupils and black pupils shared enriched educational experiences in classes whose sizes approximated the city mean of slightly over 26 pupils per class.

In order to accommodate the pupils transferred into Clara Barton School No. 2, it was necessary for resident pupils to transfer to other schools on a voluntary basis. During the 3-year time span, approximately 400 students attended schools outside of the School No. 2 district. Many of the schools that received School No. 2 pupils also received intermediate grade pupils from the School No. 3 area. All such schools enrolled pupils from other racially imbalanced schools under the Open Enrollment Program. The additional services and personnel available to schools receiving School No. 3 pupils as described previously, became available as well to those schools enrolling pupils from Clara Barton School No. 2.

For the final year presented in this report (1969-70 school year), three schools, specifically Schools No. 7, 39, and 50, exceeded 100 pupils enrolled under the Open Enrollment Transfer Plan. Among the other twenty schools involved in accepting open enrollment transferees, the number of pupils enrolled varied from eight to ninety-two pupils at different age/grade levels. Thus, for many schools, the combined effects of the Open Enrollment and the Fifteen Point Programs afforded a degree of integration that otherwise would not have occurred.

With the school year 1968-69 came the establishment of integrated Kindergarten classes at Dag Hammarskjold School No. 6. As specified in the Fifteen Point Plan, Schools No. 2 and 6 were designated as schools into which reverse open enrollment pupils were to flow. During the 1969-70 school year, additional Kindergarten classes were integrated; this coupled with the continuation of the previous year's enrollees, effected partial integration at both the Kindergarten and Grade One levels. Since attempts to assess differential achievement gains for early primary pupils proved virtually fruitless in previous efforts, neither the kindergarteners nor first graders of School No. 6 were included in the data analysis.

COMPONENT THREE: SEGREGATION

As described earlier for this report, segregation represents the status at schools having predominantly ethnic minority enrollees (although it may also refer to any dominant grouping) and refers to those schools located near the central part of the city. Classes at these schools tended to have nearly all black pupils who usually were members of low income families. In addition, low parental educational attainment frequently characterized the families from which children came. Data recorded for Schools No. 2, 3, and 4 reflect the ethnic enrollments as illustrated in Table 2.

TABLE 2

AVERAGE ENROLLMENT, CLASS SIZE, AND PERCENTAGE OF ETHNIC MINORITY BEFORE AND AFTER IMPLEMENTATION OF THE FIFTEEN POINT PLAN AT SELECTED INNER CITY SCHOOLS

	1962-63 -- 1966-67			1967-68 -- 1969-70		
	5-Year Means			3-Year Means		
School	No. of Students	Class Size	% of Ethnic Minority	No. of Students	Class Size	% of Ethnic Minority
No. 2	976	28.8	94.04	1034	28.5	80.90
No. 3	692	28.9	95.90	383	18.1	98.56
No. 4	784	28.9	95.12	672	27.2	98.76

In addition to evaluating pupil achievement in compensatory segregated classes, pupils enrolled in segregated classes at two elementary schools are described and assessed in later sections of the report. One of the schools not included in the Fifteen Point Program, George Mather Forbes School No. 4, was used as a control for the Hawthorne effect, a halo type effect demonstrated in many social experiments wherein participation alone produces an effect independent of the treatment. Essentially, School No. 4 was selected to represent the typical inner city segregated school.

Instructionally, School No. 4 followed the regular course of study. Class size approximated the city mean. Those ESEA Title I services that were available to the nearby Schools No. 2 and 3 such as the Artmobile, Intercity Audiovisual Bus Trips, Educational Media, and counseling services by request, were provided to School No. 4. In addition, a reading teacher helped classroom teachers develop special techniques for instructing educationally disadvantaged children and provided individual attention to pupils having unusual reading difficulties. Also, pupils attending School No. 4 were eligible to transfer to other schools under the Open Enrollment Plan. Thus in many ways, School No. 4 resembled Schools No. 2 and 3 in ethnic makeup and curricular services. However, implementation of program emphases differed from the two major treatments (compensatory and enrichment experiences) highlighted in this study. Moreover, during one year various stresses were identified at this school that were somewhat unusual and may have affected pupil outcomes adversely. (Additional mention and amplification of this occur later in the report.)

The other school, School No. 2, was the Experimental School highlighted in the study. In addition to establishing integrated classes achieved by the voluntary transfer of outer city white children to this predominantly black inner city school, a portion of School No. 2's enrollment remained in segregated classes for instructional purposes. However, all children could interact socially before, after, and at selected times during the school hours. In addition, all of the enrichment activities and special services available at the school were available to these pupils as well. Thus, two segregated control type classes were used in comparing pupils' achievement, attendance, and perceived social growth and work habits.

CAUTIONS TO BE EXERCISED

This final report of a 3-year longitudinal study may tempt some readers to oversimplify relevant factors and, thus, infer or draw erroneous conclusions. The author feels compelled to urge those who read and interpret this report to do so with discretion.

Admittedly, many features for implementing an appropriate experimental design were omitted in this study. Such desirable features as random assignment of pupils, large numbers of participants (50 or more at each level), and treatment constancies relating to teacher characteristics such as random assignment, instructional procedures, and materials or methods were precluded in its implementation. In effect, if the ideal circumstances had been prerequisite to data analysis, it is quite probable that no data would have been gathered. Stated more succinctly, inherent features associated with the study may have confounded the outcomes. The extent of their influence is not known.

Variables that operated one year were not necessarily in effect during the other years. For example, teacher turnover at both the experimental and receiving schools has had unknown consequences. Table 3 shows the total number of teachers by year leaving the school and the percentage of turnover for the schools involved during the 3-year period. Median turnover for all schools was .28; for the inner city schools it was somewhat higher at .31; while the combined outer city schools recorded .255. Whether this difference represents a symptom or cause is obscure; but, without question, these losses, plus the loss of other key personnel, must alter the personality of the instructional groups.

During both the 1968-69 and 1969-70 school years, Project BEACON embarked upon a program emphasizing the development of reading skills through photography. This pioneering effort has shown the achievement of one classroom of pupils at the Experimental School to excel that of those in two other District schools. Two pupils from this experimental group are included in the sample drawn to test the relative achievement of those racially segregated at the Experimental School vs. their comparison group.

TABLE 3

TEACHING STAFF TURNOVER AT FIFTEEN POINT PROGRAM SCHOOLS
THREE YEARS: 1967-68 -- 1969-70

School	Year 1967-68 Total Teachers	Leaving No.	%	1968-69 Total Teachers	Leaving No.	%	1969-70 Total Teachers	Leaving No.	%
No. 1	16	4	.25	13	2	.15	13	4	.31
No. 2	36	14	.39	36	14	.39	37	5	.14
No. 3	25	5	.20	21	5	.24	18	6	.33
No. 4	26	8	.31	25	7	.28	23	12	.52
No. 7*	18	4	.22	24	8	.33	26	8	.31
No. 23	17	4	.24	17	7	.41	18.5	5	.27
No. 30	22.5	6	.26	23	5	.22	23	2	.09
No. 38	25	7	.28	23.5	5	.20	24.5	5	.20
No. 39	31	11	.35	26	8	.31	29	8	.28
No. 41	28.5	9	.31	28	10	.36	28	8	.29
No. 46	17	4	.24	16.5	4	.23	16.5	0	-

* Relocated to a larger facility 1968-69

The reduction in funds available for health office assistants may have affected the outcomes. If in fact these services do have an effect upon the students, the absence of health office assistants will be reflected in student achievement, attendance, and enthusiasm for education.

These examples offered are only three of the several which may reflect the difference a year makes. Though one is correct in assuming that a subsequent year should relate to earlier ones, pupils, programs, emphases, staffing, funds, and other factors do not stand still for the researcher.

CHAPTER THREE

RESEARCH DESIGN

THE RESEARCH QUESTIONS

The scope of the Fifteen Point Program affected to some degree the activities and personnel of at least twenty-two elementary schools. However, the evaluation of the program's effectiveness is restricted to the involvement of pupils at eleven schools. Samples were derived from those schools having the largest overall group participation and were categorized into one of the following group classifications:

Segregation: Classes comprised largely of ethnic minority pupils in an inner city school setting where class size approximated the citywide mean of 26.7. In this study, Schools No. 2 and 4 are designated as those containing classes of this description. While remediation was available at both, the numbers and types of specific programs varied to some degree with School No. 2 having more than School No. 4.

Compensatory: Classes comprised largely of ethnic minority pupils in an inner city setting where specific efforts were made to reduce the number of children in each classroom so as to increase the opportunities for closer pupil-teacher contact. Special remedial and supportive emphases attempted to reduce pupil learning problems (School No. 3).

Integration-In: Classes comprised of both white and ethnic minority children in an inner city school setting. Class size approximated the citywide mean (26.7) and specially funded remedial and enrichment services were available (School No. 2).

Integration-Out: Classes comprised of ethnic minority children joining with resident white children in numerous outer city school settings where class sizes approximated the citywide mean (26.7). Though some remedial services were provided in the receiving schools, they were not as extensive as those found at Schools No. 2 and 3.

Within the context of these four categories, nine questions served as the framework of this study. The first six questions were posed in the first interim report while the remaining three were included as supplementary research interests of later reporting efforts.

QUESTION 1. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS ATTENDING A SCHOOL WITH SMALL CLASS SIZE (AVERAGE K-3 = 15-18) COMPARE WITH THAT OF SIMILARLY SEGREGATED BLACK PUPILS IN SCHOOLS HAVING LARGER CLASS SIZES, I.E. EXPERIMENTAL SCHOOL AND CONTROL SCHOOL? (THE SPECIALLY FUNDED SUPPLEMENTS DIFFERED FOR EACH OF THE THREE SCHOOLS.)

QUESTION 2. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS ATTENDING A SCHOOL WITH SMALL CLASS SIZE (AVERAGE K-3 = 15-18) COMPARE WITH

THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES AT AN INNER CITY SCHOOL AND

THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN OUTER CITY SCHOOLS?

QUESTION 3. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES AT AN INNER CITY SCHOOL COMPARE WITH THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN OUTER CITY SCHOOLS?

QUESTION 4. HOW DOES THE ACHIEVEMENT OF WHITE PUPILS IN RACIALLY INTEGRATED CLASSES AT AN INNER CITY SCHOOL COMPARE WITH THE ACHIEVEMENT OF A SIMILAR GROUP OF WHITE PUPILS IN OUTER CITY SCHOOLS?

QUESTION 5. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES COMPARE WITH

THE ACHIEVEMENT OF PUPILS IN CLASSES ALMOST COMPLETELY BLACK IN ENROLLMENT WITHIN THE SAME SCHOOL AND

THAT OF SEGREGATED PUPILS IN A NEIGHBORING SCHOOL?

QUESTION 6. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN OUTER CITY SCHOOLS COMPARE WITH THE ACHIEVEMENT OF BLACK PUPILS IN CLASSES ALMOST COMPLETELY BLACK AT TWO INNER CITY SCHOOLS?

QUESTION 7. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN AN INNER CITY SCHOOL COMPARE WITH THAT OF

WHITE PUPILS IN THE SAME INTEGRATED SETTING

BLACK PUPILS IN THE SAME SETTING WHO HAD ONE YEAR OF INTEGRATION SUCCEEDING PRIOR SEGREGATED SCHOOL EXPERIENCES AND

WHITE PUPILS WHO ATTENDED THEIR OWN NEIGHBORHOOD SCHOOLS?

QUESTION 8. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS, SEGREGATED IN AN INNER CITY SCHOOL WHICH HAS SPECIALLY FUNDED REMEDIAL AND ENRICHMENT SERVICES ALONG WITH PURPOSEFULLY INTEGRATED CLASSES, COMPARE WITH THAT OF BLACK PUPILS IN SEGREGATED CLASSES OF SIMILAR SIZE AND HAVING REMEDIAL SERVICES, BUT FEWER SPECIALLY FUNDED ENRICHMENT EXPERIENCES AND RELATIVELY NO INTEGRATED OPPORTUNITIES?

QUESTION 9. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS HAVING TWO YEARS OF SEGREGATION AND ONE YEAR OF INTEGRATION IN AN INNER CITY SCHOOL WHICH HAS SPECIALLY FUNDED REMEDIAL AND ENRICHMENT SERVICES ALONG WITH INTEGRATED CLASSES COMPARE WITH THAT OF

> BLACK SEGREGATED PUPILS IN THE SAME SCHOOL AND
>
> BLACK PUPILS IN ANOTHER SCHOOL IN SEGREGATED CLASSES OF SIMILAR SIZE AND HAVING REMEDIAL SERVICES, BUT FEWER SPECIALLY FUNDED ENRICHMENT EXPERIENCES AND RELATIVELY NO INTEGRATED OPPORTUNITIES?

DATA ANALYSIS

Whereas the previous interim report used a matched group technique in establishing the statistical design, this report relies upon using all possible participants. Sample sizes after two or three years of pupil involvement in the Fifteen Point Program necessitated this choice. If groups being compared appeared to be similar on pretest mean reading scores, standard deviations, score ranges, and skewness, t-tests were computed for the statistical analysis. This was the preferred analysis. When a satisfactory pretest match did not happen to occur, a one-way analysis of covariance was substituted.

The preference for the former design was dictated by the desire to compare groups comprised of pupils who had had the same growth rates prior to the experiment. This was needed to permit relatively unambiguous interpretation of the results or outcomes. The use of covariance analysis was relegated to a secondary or back-up procedure because interpretation of results derived from it are limited by the implication [or often neglected assumption] that factors which resulted in the pre differences between the groups were not relevant during the period of the study. This assumption is likely to be false in pre-post studies of this type, particularly when covariance adjusted post differences are in the same direction as the pre differences. In this case, there is too much likelihood that within-group regression lines are heterogenous; this cannot be safely ignored.

To elaborate further, participants, whether involved in the Fifteen Point Program for two or three years, were classified into groups according to the categories Segregation, Compensatory, Integration-In, and Integration-Out. Pupils who had had two or three successive years of involvement in the specific category were included in the analysis. In one instance, groups having two years of segregated experiences, succeeded by one year of integrated experiences, were also analyzed.

The statistical treatment applied to the test data provided a test of significance between group mean differences. For those groups that were similar on pretests, t-tests for independent samples were computed on the pretest variables. In a few instances when the original groups were not similar, matched subgroups were formed and matched group t-tests were computed for the posttest variables. Where the independent t-test between the means of the groups from the matching variable provided a t greater than one or if the experimental differences were opposite to any residual difference obtained on the matching variable, a one-way analysis of covariance was substituted for the group t-test on the post variable.

In each instance, the null hypothesis formulated and tested for statistical significance was that there would be no difference between the two groups with respect to achievement, attendance, and perceived growth as measured by the various devices. Moreover, for this study, significance is accepted at the .05 level of confidence.

The detailed results of the data analyses found in the appendix, have been summarized in tabular form for each question. The tables show the pre-posttest means, standard deviations, numbers of pupils, and t or F according to significance. Attendance, presented as the number of full days absent (with approximately 181 days possible), social growth, and work habits have also been analyzed. It must be remembered that the latter two measures are subject to the variations of interpretation and judgment normally associated with subjective teacher appraisals and should be viewed accordingly. In addition, for the remaining sections of this report, reference to the names of specific schools is minimized. The report refers to the Experimental School, the school having compensatory education, the Control School, and outer city schools. Complementing those school and program descriptions found under component titles, the following explanations are offered:

> School No. 2 was designated as the Experimental School. Highlighted for its inner city integrated classrooms resulting from the Reverse Open Enrollment of white pupils, the instructional program was further distinguished by features designed to provide enrichment experiences. Project BEACON, focusing at the primary level, had an undetermined effect on the study at hand. The Major Achievement Program (M.A.P.) provided accellerated experiences to Grade 5 and 6 pupils; therefore, none of these pupils was included among any groups selected for the research. Neither these programs nor their effects upon the whole school program are known and are beyond the scope of this study.

School No. 3 was the facility offering compensatory emphases; i.e. ancillary, remedial, and supportive services. Virtually totally segregated in enrollment, it was represented in this study by pupils from Grades 2 and 3. Only those pupils who had been enrolled at School No. 3 for two or three continuous years and who had complete pre and post achievement test data were included in the various analyses.

School No. 4, the Control School, though racially comparable to School No. 3, did not have the amount of programs and services allotted both Schools No. 2 and 3. Two groups of pupils were selected for data analysis. One group represented the primary level (completing Grade 3 in June 1970) and the other group the intermediate level (Grade 5,1970). The assumption was made that the achievement of these two groups generally represented the achievement of the School No. 4 student body per se.

Hereafter, unless designated, the groups referred to in the appendices are comprised of black pupils. Moreover, it is important that the reader view each table as a part of a whole, a series of comparisons which, if taken out of context, may result in an inaccurate perspective.

EVALUATION MEASURES

In order to provide answers to the questions raised in a preceding section, pupil achievement at Grades 2-6 was compared by utilizing data from standardized tests. Participants involved for three years were pretested at the beginning of the 1967-68 school year while the 2-year participants were given pretests in October 1968--near the beginning of the 1968-69 school year. All posttests were administered in late May 1970--near the end of the school year. A description of the tests given at each grade level follows.

KINDERGARTEN

Peabody Picture Vocabulary Test: (Pretest, Form A)

The PEABODY PICTURE VOCABULARY TEST is designed to provide an estimate of a subject's verbal capacity by measuring his hearing vocabulary. The test may be administered in a group or individual situation with subjects from the preschool level through high school. The Kindergarten pupils in this study were tested individually by a staff member from the Division of Planning and Research.

The Peabody test booklet, which contains four clearly drawn pictures per page, is placed before the subject. The examiner pronounces a word from a list of stimulus items and asks the subject to indicate in whatever manner he chooses (either verbally or by pointing) which one of the four pictures corresponds to the spoken word. The examiner records the response and both subject and examiner proceed to the next page and item respectively.

The limits of the test differ for each individual. A "basal" is established when eight consecutive correct responses have been made; the "ceiling" is reached when a subject makes six errors in eight consecutive responses. A pupil's raw score is the number of pictures correctly identified; maximum possible raw score is 150 points.

GRADE ONE

New York State Readiness Tests: (Pretest, Form A)

Word Meaning (16 items) -- measures vocabulary; pupil selects from three pictures the one that illustrates the word the examiner expresses

Listening (16 items) -- measures the ability to comprehend phrases and sentences instead of individual words

Matching (14 items) -- measures visual perception involving recognition of similarities

Alphabet (16 items) -- measures the ability to recognize lower case letters of the alphabet

Numbers (26 items)--measures general number knowledge including achievement in number vocabulary, counting, ordinal numbers, meaning of fractional parts, recognition of forms, telling time, and the use of numbers in simple problems

Copying (14 items) -- measures a combination of visual, perceptual, and motor control skills

The total maximum possible raw score for these tests is 102 points.

Metropolitan Achievement Tests: Primary I Battery (Posttest Form C)

Word Knowledge (35 items) -- measures sight vocabulary or word recognition ability

Reading (45 items) -- measures sentence comprehension (13 items) and paragraph comprehension (32 items)

Arithmetic Concepts and Skills (63 items) -- measures mastery of basic numerical and quantitative concepts that are essential to understanding beginning stages of arithmetic, ability to solve verbal problems, and ability to perform addition and subtraction exercises

The scores from each of the subtests are reported independently.

GRADE TWO

Metropolitan Achievement Tests: Primary II Battery
(Pretest, Form A; Posttest Form C)

Word Knowledge (37 items) -- measures word recognition and understanding; first seventeen items are of the picture-vocabulary type in which the child demonstrates his recognition of a word by associating it with a picture; for the last twenty items a stimulus word is presented in written form and the child demonstrates his understanding by choosing from among four alternative written responses

Reading (51 items) -- measures the ability to comprehend sentences (13 items) and to comprehend materials of paragraph length (38 items)

Arithmetic (72 items) -- Part A, Concepts and Problem Solving, (42 items) provides a comprehensive measure of the child's mastery of basic numerical and quantitative concepts essential to understanding early stages of arithmetic and ability to solve verbal problems. Part B, Computation, (30 items) computational exercises that cover addition and subtraction skills ranging in difficulty from basic addition facts to subtraction of three-place numbers

The scores from each subtest are reported independently.

GRADE THREE

Reading Test for New York State Elementary Schools: Grade 3
(Pretest, Form A; Posttest, Form B)

Part I - Word Recognition (25 items) -- measures how well a pupil can distinguish the correct word from others with which it may be confused; teacher reads the test word, uses it in a sentence, and then repeats the word; pupil indicates which one of five possible words was read by the teacher

Part II - Reading Comprehension (28 items) -- consists of a series of short reading selections, each of which is followed by a number of questions; gives a measure of the pupil's ability to read a paragraph and understand it; questions test the ability to recognize the central thought of the selection, to answer questions based on specific statements, to make inferences about the content of the selection, and to discover the meaning of a word from its context

The total maximum possible raw score for the reading test is 53 points.

Arithmetic Test for New York State Elementary Schools: Grade 3 (Pretest, Form A; Posttest, Form B)

Part I - Computation (15 items) -- measures performance on fundamental operations in arithmetic

Part II - Problem Solving (20 items) -- measures ability to solve arithmetic problems

Part III - Concepts (20 items) -- measures understanding of basic principles and ideas in arithmetic

The total maximum possible raw score for this test is 55 points.

GRADES FOUR AND FIVE

Iowa Tests of Basic Skills: Form 4

The IOWA TESTS provide for comprehensive measurement in the fundamental areas of vocabulary, reading, mechanics of correct writing, methods of study, and arithmetic. The specific tests used in this study were:

Vocabulary (Grade 4 - 38 items; Grade 5 - 43 items) -- measures knowledge of word meaning

Reading Comprehension (Grade 4 - 68 items; Grade 5 - 74 items) -- measures understanding of what is read

Arithmetic Concepts (Grade 4 - 36 items; Grade 5 - 42 items)-- measures understanding of arithmetic terms and operations

Arithmetic Problem Solving (Grade 4 - 27 items; Grade 5 - 29 items) -- measures problem solving ability

The raw scores for each of the subtests were reported independently for pupils at both grade levels.

GRADE SIX

Reading Test for New York State Elementary Schools: Grade 6 (Pretest, Form A; Posttest, Form B)

Part I - Word Recognition (30 items) -- measures how well a pupil can distinguish the correct word from others with which it may be confused; teacher reads the test word, uses it in a sentence, and then repeats the word; pupil indicates which one of five possible words was read by the teacher

Part II - Reading Comprehension (36 items) -- consists of a series of short reading selections, each of which is followed by a number of questions; gives a measure of the pupil's ability to read a paragraph and understand it; questions test the ability to recognize the central thought of the selection, to answer questions based on specific statements, to make inferences about the content of the selection, and to discover the meaning of a word from its context.

The total maximum possible raw score for the reading test is 66 points.

Arithmetic Test for New York State Elementary Schools: Grade 6 (Pretest, Form A; Posttest, Form B)

Part I - Computation (20 items) -- measures performance on fundamental operations in arithmetic

Part II - Problem Solving (20 items) -- measures ability to solve arithmetic problems

Part III - Concepts (20 items) -- measures understanding of basic principles and ideas in arithmetic

The total maximum possible raw score for this test is 60 points.

ADDITIONAL INFORMATION

Data on attendance and teacher perception of social growth and work habits were also gathered for pupils of this study in Grades 2-6. Attendance was studied in terms of the total number of days absent for the school year as reported on pupil cumulative records. Only absences for the 1968-69 and 1969-70 school years were reported. Perception of social growth and work habits were reduced to a numerical scale on which 1 is considered "excellent" and 5 is "poor." In each instance the number represents the teacher's yearend appraisal of the pupil's social growth and work habits for either the 1968-69 or 1969-70 school years.

Thus, posttest analyses are of two types. The achievement measures reflect pupils' outcomes near the close of the 1969-70 school year, i.e. their cumulative achievement results after two or three years of direct participation in one of the program components. The attendance and teacher perceptions were analyzed for all three years of the study. However, they were reported separately in the first interim report and were not retained for each pupil involved. Therefore, the attendance and teacher perception of social growth and work habits are presented as summaries for each of the final two years of the time span under surveillance. It is important for the reader to keep this distinction in mind as he interprets the analyses presented in Chapter Four and the appendices.

CHAPTER FOUR

DATA ANALYSIS

DATA PRECIPITATED BY THE EVALUATION DESIGN

QUESTION 1. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS ATTENDING A SCHOOL WITH SMALL CLASS SIZE (COMPENSATORY EDUCATION AVERAGE K-3 = 15-18) COMPARE WITH THAT OF SIMILARLY SEGREGATED BLACK PUPILS IN SCHOOLS HAVING LARGER CLASS SIZES, I.E. EXPERIMENTAL SCHOOL AND CONTROL SCHOOL? (THE SPECIALLY FUNDED SUPPLEMENTS DIFFERED FOR EACH OF THE THREE SCHOOLS.)

SUMMARY: COMPENSATORY ED. VS. SEGREGATION (EXP.)

		2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post Anal-yses	No. & Dir Sig Diffs		No. of Pupils		No. of Post Anal-yses	No. & Dir Sig Diffs	
Gr	Criterion	Comp	Seg (Exp)		Comp	Seg (Exp)	Comp	Seg (Exp)		Comp	Seg (Exp)
2	Ach.	25	12	4	0	1					
	Attend.	21	12	2	0	0					
	Tch.Per.	21	12	4	0	0					
3	Ach.						38	15	5	2	0
	Attend.						31	11	2	0	0
	Tch.Per.						29	13	4	1	0
TOTALS:											
	Ach.	25	12	4	0	1	38	15	5	2	0
	Attend.	21	12	2	0	0	31	11	2	0	0
	Tch.Per.	21	12	4	0	0	29	13	4	1	0

SUMMARY: COMPENSATORY ED. VS. SEGREGATION (CON.)

3	Ach.						38	39	5	5	0
	Attend.						31	22	2	0	0
	Tch.Per.						29	21	4	0	0
TOTALS:											
	Ach.						38	39	5	5	0
	Attend.						31	22	2	0	0
	Tch.Per.						29	21	4	0	0

SUMMARY QUESTION ONE

Data were available for two major comparisons between pupils enrolled at the Compensatory School and segregated pupils at the Experimental School. Specifically, it involved two year participants at Grade Two and three year participants at Grade Three. However, the number of pupils having complete data and enrolled in segregated classes at the Experimental School was reduced by pupil mobility to 12 and 15 respectively.

Because the two year participating groups differed in their pretest mean readiness results, data were covaried. Of the four posttest achievement measures analyzed, one was statistically significant (Computation) and favored pupils enrolled in the segregated classes at the Experimental School. Of the five subtest analyses involving the achievement of three year participants, two were significant (Word Recognition and Computation). For these latter analyses, pupils enrolled in classes at the Compensatory School were higher than the comparison group enrolled in segregated classes at the Experimental School. In addition, teacher perception of social growth during the second of the three years studied favored compensatory pupils at a significant level; however, this same difference was not apparent in the teacher perceptions analyzed during the final school year (1969-70).

When three year Grade Three pupils in compensatory education classes were compared with similar pupils enrolled in classes at the Segregated Control School, all five subtests on the New York State Elementary School Tests Grade 3 were significantly higher for the compensatory group. No differences were noted in attendance and teacher perceptions.

Thus, the evidence assembled convincingly supports achievement gains for pupils attending compensatory type classes when compared with those enrolled at the same level in the Segregated Control School after three years of involvement. Two of five subtests favored compensatory pupils when they were contrasted with their three year counterparts in segregated classes at the Experimental School; and one of fourteen analyses involving achievement scores favored pupils enrolled in segregated classes - this latter result having occurred at the Experimental School and involved two year participants.

NOTE: Mentioned earlier in this report and cited in the 1969 Interim Report are the precautions necessary in viewing the Control School. Unusual circumstances during the 1968-69 school year resulted in pressures that may have affected the staff and pupils adversely. Later in this chapter, data assembled from the New York State Pupil Evaluation Program are presented and offer insight regarding the extent to which these pressures affected pupil growth and achievement. To elaborate briefly, two additional control type schools were identified and pupil achievement data were contrasted both within and among the various schools featured in the Fifteen Point Program (Control, Compensatory, and Experimental Schools). These data are intended to be supplemental and potentially qualifying rather than substitutional evidence.

QUESTION 2. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS ATTENDING A SCHOOL WITH SMALL CLASS SIZE (AVERAGE K-3 = 15-18) COMPARE WITH

THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES AT AN INNER CITY SCHOOL AND

THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN OUTER CITY SCHOOLS?

SUMMARY: COMPENSATORY ED. VS. INTEGRATION-IN

Gr	Criterion	2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs	
		Comp	Int-In		Comp	Int-In	Comp	Int-In		Comp	Int-In
2	Ach.	25	9	4	0	1					
	Attend.	21	9	2	0	0					
	Tch.Per.	21	9	4	0	0					
3	Ach.						38	17	5	0	0
	Attend.						31	16	2	0	0
	Tch.Per.						29	16	4	0	0
TOTALS:											
	Ach.	25	9	4	0	1	38	17	5	0	0
	Attend.	21	9	2	0	0	31	16	2	0	0
	Tch.Per.	21	9	4	0	0	29	16	4	0	0

SUMMARY: COMPENSATORY ED. VS. INTEGRATION-OUT

2	Ach.	25	19	4	0	0					
	Attend.	21	19	2	0	0					
	Tch.Per.	21	18	4	0	0					
3	Ach.						38	18	5	0	0
	Attend.						31	11	2	0	0
	Tch.Per.						29	11	4	0	0
TOTALS:											
	Ach.	25	19	4	0	0	38	18	5	0	0
	Attend.	21	19	2	0	0	31	11	2	0	0
	Tch.Per.	21	18	4	0	0	29	11	4	0	0

SUMMARY QUESTION TWO

Of the nine analyses made with achievement test data involving Grades Two and Three participants who were enrolled for two and three years in compensatory education classes and those in integrated classes at the Experimental School, one outcome was significant at the .05 level of confidence. It was the Computation results and favored the nine pupils enrolled in the integrated classes for the two year time span. Essentially, the two year integrated participants at Grade Two recorded higher readiness scores at the beginning of first grade and despite covariance adjustment retained a lead that became evident at the end of Grade Two in computational skills as measured by the Metropolitan Achievement Test, Primary II, Form C. No significant achievement differences were revealed between the three year participants. Even though the integrated pupils had a faster developmental rate prior to pretesting, the rates appear similar during the experimental time span. Hence, for practical purposes it would appear that the achievement differences evidenced between the sixty-three black pupils representing compensatory type instruction and the twenty-six involved in integrated classes at the Experimental School are relatively few and inconsequential. Furthermore, no differences were evidenced in attendance or teacher perception of social growth and work habits for the majority of these students during the final two years of assessment.

When the same black pupils who were involved in compensatory education classes were compared with similar black pupils who voluntarily transferred to integrated outer city schools for two or three years of instruction, there were no significant differences in the nine achievement, the four attendance or the eight teacher perception analyses. In only one instance is a visual trend shown that approaches a finding and that occurred when the two year Grade Two Reading achievement analysis was made and favored the twenty-five compensatory pupils.

In conclusion, when data were analyzed for black pupils enrolled at an inner city school with small class size (compensatory education) and similar black pupils who were enrolled in integrated classes in an inner city Experimental School or an outer city setting, there were no major differences after two and three years of assessment.

QUESTION 3. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES AT AN INNER CITY SCHOOL COMPARE WITH THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN OUTER CITY SCHOOLS?

SUMMARY: INTEGRATION-IN VS. INTEGRATION-OUT

		2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post	No. & Dir Sig Diffs		No. of Pupils		No. of Post	No. & Dir Sig Diffs	
Gr	Criterion	Int-In	Int-Out	Analyses	Int-In	Int-Out	Int-In	Int-Out	Analyses	Int-In	Int-Out
2	Ach.	9	19	4	0	0					
	Attend.	9	19	2	0	0					
	Tch.Per.	9	18	4	0	0					
3	Ach.						16	18	5	0	0
	Attend.						15	11	2	0	0
	Tch.Per.						15	11	4	0	0
5	Ach.						15	12	4	0	0
	Attend.						13	8	2	1	0
	Tch.Per.						13	8	4	2	0
6	Ach.						24	13	4	2	0
	Attend.						20	9	2	0	0
	Tch.Per.						20	9	4	2	0
TOTALS:											
	Ach.	9	19	4	0	0	55	43	13	2	0
	Attend.	9	19	2	0	0	48	28	6	1	0
	Tch.Per.	9	18	4	0	0	48	28	12	4	0

SUMMARY QUESTION THREE

Data were available for four sets of black pupils enrolled in integrated classes at the inner city Experimental School and outer city schools. One set involved two year participants, who during the 1969-70 school year completed Grade Two; the other three sets were three year participants who had just completed Grades Three, Five or Six in their respective schools. For the two year participants, there were no statistically significant differences discerned on either pre or posttest measures when analyses were computed. In the thirteen achievement test analyses rendered for the three year participants that involved fifty-five pupils in integrated classes at the inner city

Experimental School and forty-three at outer city schools, there were two statistically significant outcomes. Both occurred for those pupils completing Grade Six and favored the pupils integrated at the Experimental inner city school. The two achievement areas in which the differences were evidenced are Word Recognition and Arithmetic Concepts. Analyses of teacher perceptions of three year participants revealed four significant differences. Each favored pupils integrated at the Experimental School.

In effect, the evidence from these analyses indicates that even though there were some differences in programming and staffing, there were relatively few significant differences between black pupils integrated in an inner city Experimental School and similar pupils enrolled in outer city schools. Those two achievement differences that appeared favored one grade at the inner city Experimental School; three other sets of comparisons involving 15 analyses were insignificant. Thus, it appears that participation in either group produces similar achievement reults; however, teachers at the Experimental School tended to perceive their pupils developing more positive social patterns and work habits.

QUESTION 4. HOW DOES THE ACHIEVEMENT OF WHITE PUPILS IN RACIALLY INTEGRATED CLASSES AT AN INNER CITY SCHOOL COMPARE WITH THE ACHIEVEMENT OF A SIMILAR GROUP OF WHITE PUPILS IN OUTER CITY SCHOOLS?

SUMMARY: INTEGRATION-IN (W) VS. INTEGRATION-OUT (W)

		2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs	
Gr	Criterion	Int-In	Int-Out		Int-In (W)	Int-Out (W)	Int-In	Int-Out		Int-In (W)	Int-Out (W)
2	Ach.	21	18	4	2	0					
	Attend.	22	18	2	0	0					
	Tch.Per.	22	18	4	0	1					
3	Ach.						21	25	5	0	0
	Attend.						15	17	2	0	0
	Tch.Per.						15	17	4	1	0
4	Ach.	7	9	4	0	0					
	Attend.	6	7	2	0	0					
	Tch.Per.	6	7	4	0	0					
5	Ach.	10	14	4	0	0	9	9	4	0	0
	Attend.	10	14	2	0	1	9	9	2	0	0
	Tch.Per.	10	14	4	1	0	9	9	4	0	0
6	Ach.	10	8	4	0	0	14	14	5	0	0
	Attend.	11	8	2	0	2	12	12	2	0	0
	Tch.Per.	11	8	4	0	0	12	13	4	0	1
TOTALS:											
	Ach.	48	49	16	2	0	44	48	14	0	0
	Attend.	49	47	8	0	3	36	38	6	0	0
	Tch.Per.	49	47	16	1	1	36	39	12	1	1

SUMMARY QUESTION FOUR

Sample size for each of the constituent groups of white pupils involved precludes strong inferences from the statistical analyses. Seen in perspective, however, the evidence shows no major differences between the 92 white pupils who voluntarily attended an integrated inner city Experimental School and a similar group comprised of 97 white pupils who attended their neighborhood schools. Those achievement trends which are evidenced and/or implied from the analyses favor the pupils attending the inner city school. Specifically, two year participants who recently completed Grade Two at the Experimental School scored significantly higher in Word Knowledge and Reading as demonstrated on the Metropolitan Achievement Test (Primary II). Of three significant findings, attendance favored the neighborhood school pupils while the teacher perceptions were evenly distributed.

In effect, analysis of results for two and three year white participants corroborates earlier findings, i.e. there are no major differences in achievement and teacher perceptions for children attending an outer city neighborhood school and those enrolled at the inner city Experimental School. Attendance, however, seemed slightly better for those pupils enrolled at the neighborhood school.

QUESTION 5. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES COMPARE WITH

THE ACHIEVEMENT OF PUPILS IN CLASSES ALMOST COMPLETELY BLACK IN ENROLLMENT WITHIN THE SAME SCHOOL AND

THAT OF SEGREGATED PUPILS IN A NEIGHBORING SCHOOL?

SUMMARY: INTEGRATION-IN VS. SEGREGATION (EXP.)

		2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post	No. & Dir Sig Diffs		No. of Pupils		No. of Post	No. & Dir Sig Diffs	
Gr	Criterion	Int-In	Seg (Exp)	Anal-yses	Int-In	Seg (Exp)	Int-In	Seg (Exp)	Anal-yses	Int-In	Seg (Exp)
3	Ach.						16	15	5	2	0
	Attend.						15	11	2	0	0
	Tch.Per.						15	13	4	2	0
4	Ach.						15	16	3	0	0
	Attend.						11	14	2	1	0
	Tch.Per.						11	13	4	0	1
5	Ach.						15	11	4	0	0
	Attend.						13	11	2	0	0
	Tch.Per.						13	11	4	2	0
6	Ach.						24	26	4	1	0
	Attend.						20	18	2	0	0
	Tch.Per.						20	18	4	0	0
TOTALS:											
	Ach.						70	68	16	3	0
	Attend.						59	54	8	1	0
	Tch.Per.						59	55	16	4	1

SUMMARY: INTEGRATION-IN VS. SEGREGATION (CON.)

		2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post	No. & Dir Sig Diffs		No. of Pupils		No. of Post	No. & Dir Sig Diffs	
Gr	Criterion	Int-In	Seg (Con)	Analyses	Int-In	Seg (Con)	Int-In	Seg)Con)	Analyses	Int-In	Seg (Con)
3	Ach.						17	39	5	5	0
	Attend.						16	22	2	0	0
	Tch.Per.						16	22	4	0	0
5	Ach.						15	36	4	1	0
	Attend.						15	36	1	0	0
	Tch.Per.						15	36	2	0	0
TOTALS:											
	Ach.						32	75	9	6	0
	Attend.						31	58	3	0	0
	Tch.Per.						31	58	6	0	0

SUMMARY QUESTION FIVE

The achievement, attendance and teacher perceived data available for comparing black pupils in integrated classes with similar pupils in segregated classes of the same school involved three year participants who had recently completed Grades Three, Four, Five or Six. A total of 70 pupils was involved in integrated classes and 68 in segregated classes. Readily apparent in the tabularized summary is the fact that at least one of the variables analyzed is significant at each grade level. Furthermore, the total clearly favors the integrated pupils (8:1). Three of the eight significant differences involved achievement measures namely Word Recognition and Arithmetic Concepts for Grade Three, and Arithmetic Concepts at Grade Six. The one difference favoring segregated pupils was recorded at the Grade Five pretest Arithmetic Computation measure. Since no specific computational skill was measured on the posttests, it is not possible to ascertain the effects of this difference. By inference, however, it appears that whatever pretest gain the pupils in the segregated classes had, by posttest time it was gone and, in truth, the pupils in integrated classes had forged ahead. This is shown in the mean scores recorded for Arithmetic Concepts and Problem Solving as measured by the Iowa Tests of Basic Skills. Thus, the evidence tends to support integrated educational exchanges over exchanges involving all black classes. Moreover, the trend seems to concentrate at the primary level.

For the second part of the research question, i.e. integrated classes at the Experimental School vs. segregation in the Control School, of the nine posttest achievement analyses, six were significantly greater for the integrated pupils. Attendance and teacher perceptions were similar for both groups. Thus, the evidence assembled supports the integrated groups rather conclusively.

QUESTION 6. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN OUTER CITY SCHOOLS COMPARE WITH THE ACHIEVEMENT OF BLACK PUPILS IN CLASSES ALMOST COMPLETELY BLACK AT TWO INNER CITY SCHOOLS?

SUMMARY: INTEGRATION-OUT VS. SEGREGATION (EXP.)

		2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post	No. & Dir Sig Diffs		No. of Pupils		No. of Post	No. & Dir Sig Diffs	
Gr	Criterion	Int-Out	Seg (Exp)	Analyses	Int-Out	Seg (Exp)	Int-Out	Seg (Exp)	Analyses	Int-Out	Seg (Exp)
2	Ach.	* 8	* 8	4	0	1					
	Attend.	8	8	2	0	0					
	Tch.Per.	8	8	4	0	0					
3	Ach.						18	15	5	3	0
	Attend.						11	11	2	0	1
	Tch.Per.						11	13	4	0	0
4	Ach.	9	15	4	0	0					
	Attend.	9	16	2	0	0					
	Tch.Per.	9	16	4	0	0					
5	Ach.	9	11	4	0	0	12	11	4	0	0
	Attend.	9	8	2	0	0	8	11	2	0	1
	Tch.Per.	9	8	4	0	0	8	11	4	0	0
6	Ach.						13	26	4	0	0
	Attend.						9	18	2	0	0
	Tch.Per.						9	18	4	0	0
TOTALS:											
	Ach.	26	34	12	0	1	43	52	13	3	0
	Attend.	26	32	6	0	0	28	40	6	0	2
	Tch.Per.	26	32	12	0	0	28	42	12	0	0

* A subgroup selected specifically for matching purposes and thus not representative of the total Grade Two sample used elsewhere

SUMMARY: INTEGRATION-OUT VS. SEGREGATION (CON.)

Gr	Criterion	2-YEAR PARTICIPANTS No. of Pupils Int-Out	2-YEAR PARTICIPANTS No. of Pupils Seg (Con)	2-YEAR PARTICIPANTS No. of Post Analyses	2-YEAR PARTICIPANTS No. & Dir Sig Diffs Int-Out	2-YEAR PARTICIPANTS No. & Dir Sig Diffs Seg (Con)	3-YEAR PARTICIPANTS No. of Pupils Int-Out	3-YEAR PARTICIPANTS No. of Pupils Seg (Con)	3-YEAR PARTICIPANTS No. of Post Analyses	3-YEAR PARTICIPANTS No. & Dir Sig Diffs Int-Out	3-YEAR PARTICIPANTS No. & Dir Sig Diffs Seg (Con)
3	Ach.						18	39	5	5	0
	Attend.						11	22	2	0	0
	Tch.Per.						11	22	4	0	0
5	Ach.						12	36	4	1	0
	Attend.						12	36	1	0	0
	Tch.Per.						12	36	2	0	2
TOTALS:											
	Ach.						30	75	9	6	0
	Attend.						23	58	3	0	0
	Tch.Per.						23	58	6	0	2

SUMMARY QUESTION SIX

Again, sample size jeopardizes conclusive inferences from the data analysis. Significant differences in achievement were recorded at two grade levels (2,3) when black pupils integrated at outer city schools were compared with similar pupils segregated at the Experimental School. At the Grade Two level in Arithmetic Computation (two year participants) segregated pupils were significantly higher when their results were covaried and compared with a special sampling of pupils in integrated classes at outer city schools. However, for the three year participants who completed Grade Three in 1969-70, the integrated-out pupils were significantly higher in Word Recognition, Reading, and Arithmetic Problem Solving. For the latter group, sample size was not as delimiting as it was for the two year participants. In addition, two significant differences in attendance were noted with each favoring those pupils enrolled at their neighborhood schools.

When the two representative groups (three year participants at Grades 3,5) of the Control School were compared with similar groups enrolled at outer city schools, the achievement outcomes were more definite. Of the nine posttest analyses, six were significant; each favored the integrated pupils. However, the two significant findings regarding teacher perception, favored the segregated pupils at the Control School.

Viewed in perspective, it would appear that the evidence gathered from these analyses supports greater achievement gains for black pupils integrated at outer city schools. In addition, the gains appear more clearly for those involved at the primary level (5 of 6) as opposed to those involved at the intermediate level. Attendance and teachers' appraisals of social growth and work habits seem more positive at the two segregated neighborhood school settings. However, these latter mentioned differences have limited utility because of reduced sample sizes.

QUESTION 7. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN AN INNER CITY SCHOOL COMPARE WITH THAT OF

WHITE PUPILS IN THE SAME INTEGRATED SETTING

BLACK PUPILS IN THE SAME SETTING WHO HAD ONE YEAR OF INTEGRATION SUCCEEDING PRIOR SEGREGATED SCHOOL EXPERIENCES AND

WHITE PUPILS WHO ATTENDED THEIR OWN NEIGHBORHOOD SCHOOLS?

SUMMARY: INTEGRATION-IN (B) VS. INTEGRATION-IN (W)

Gr	Criterion	2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs	
		Int-In (B)	Int-In (W)		Int-In (B)	Int-In (W)	Int-In (B)	Int-In (W)		Int-In (B)	Int-In (W)
3	Ach.						*14	* 10	5	0	0
	Attend.						13	7	2	0	0
	Tch.Per.						13	7	4	0	0
4	Ach.						15	18	4	0	3
	Attend.						11	17	2	1	0
	Tch.Per.						11	17	4	0	0
6	Ach.						*13	* 12	5	0	0
	Attend.						12	11	2	1	0
	Tch.Per.						12	11	4	0	0
TOTALS:											
	Ach.						42	40	14	0	3
	Attend.						36	35	6	2	0
	Tch.Per.						36	35	12	0	0

* A subgroup selected specifically for matching purposes and thus not representative of the total Grade Three and Grade Six samples used elsewhere

SUMMARY: INTEGRATION-IN VS. TWO YEARS SEGREGATION FOLLOWED BY ONE YEAR INTEGRATION-IN (SSI; EXP.)

Gr	Criterion	2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs	
		Int-In	SSI (Exp)		Int-In	SSI (Exp)	Int-In	SSI (Exp)		Int-In	SSI (Exp)
3	Ach.						17	19	5	0	0
	Attend.						16	15	2	0	0
	Tch.Per.						16	15	4	0	0
5	Ach.						15	10	4	0	0
	Attend.						13	9	2	0	0
	Tch.Per.						13	9	4	1	0
TOTALS:											
	Ach.						32	29	9	0	0
	Attend.						29	24	4	0	0
	Tch.Per.						29	24	8	1	0

SUMMARY: INTEGRATION-IN (B) VS. INTEGRATION-OUT (W)

Gr	Criterion	2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs	
		Int-In (B)	Int-Out (W)		Int-In (B)	Int-Out (W)	Int-In (B)	Int-Out (W)		Int-In (B)	Int-Out (W)
3	Ach.						*14	* 12	5	0	1
	Attend.						13	9	2	0	0
	Tch.Per.						13	9	4	0	0
4	Ach.						15	11	3	0	2
	Attend.						11	10	2	0	0
	Tch.Per.						11	10	4	0	2
6	Ach.						*13	* 12	5	0	0
	Attend.						12	10	2	0	0
	Tch.Per.						12	11	4	0	0
TOTALS:											
	Ach.						42	35	13	0	3
	Attend.						36	29	6	0	0
	Tch.Per.						36	30	12	0	2

* A subgroup selected specifically for matching purposes and thus not representative of the total Grade Three and Grade Six samples used elsewhere

SUMMARY QUESTION SEVEN

To compare the scholastic growth of black pupils with white pupils both of whom had shared in integrated classes at the Experimental School for comparable time periods, data for three year participants at Grades Three, Four, and Six were analyzed. Two groups (Grade Three and Six) were selected specifically to match closely on pretest reading results, i.e. score ranges, means, and standard deviations. Of their ten posttest achievement subtests, four attendance comparisons and eight teacher perceptions analyzed, one was significant. It was attendance during the 1969-70 school year and favored the black pupils attending their neighborhood school; all other outcomes were quite similar for the two groups. The Grade Four comparisons analyzed between black pupils and white pupils who had comparable integrated experiences, revealed similar achievement pretest ratings but posttest results clearly favoring the white pupils enrolled at the Experimental School. These white pupils were significantly higher in Reading, Arithmetic Concepts, and Problem Solving as reflected on the Iowa Test of Basic Skills. For this same comparison set, attendance was again more positive for those black pupils attending their neighborhood school.

With the third year of involvement in the Fifteen Point Program, a new type of group emerged. Specifically, it involved pupils who had been attending segregated classes at the Experimental School for two years, and then during the third year, transferred to integrated classes (SSI). Only those with higher achievement scores were selected. Moreover, this type of transfer was effected at both the third and fifth grade levels. These black pupils were compared with similar groups of black pupils who had been enrolled in integrated classes for three consecutive years. No significant differences were evidenced in achievement and attendance data for the 13 analyses computed. One of the eight analyses dealing with teacher perceptions was significant; it was work habits and favored the integrated pupils.

The third part of the Research Question examines the outcomes of black pupils enrolled in integrated classes at the Experimental School with white pupils enrolled in integrated classes at their neighborhood schools. Participants at three grade levels were assessed (Grades 3, 4, 6). Of the thirteen achievement posttests analyzed, three were statistically significant; each revealed higher achievement gains for the white pupils. (Arithmetic Problem Solving - Grade 3; Vocabulary and Reading - Grade 4). Generally, these white pupils reflected higher pretest scores and tended to remain higher on posttest outcomes even after covarying for pretest differences. In one instance, the significantly higher Arithmetic Concept pretest favoring the white pupils was not significant on the corresponding posttest measure three years later (Grade 6 comparisons). In effect, when the pretest results were more nearly alike for the two groups analyzed, their posttest outcomes tended to be similar also.

In summary, the evidence revealed in comparing black pupils who had integrated school experiences at their neighborhood school with white pupils who had integrated experiences at either their neighborhood school or the inner city Experimental School was "mixed."

In a majority of instances their achievement outcomes were similar; in others they were not. When the two white groups were matched closely on pretest achievement outcomes with black pupils integrated at the inner city Experimental School, there were no significant differences on 20 of 24 posttest measures. The four significant outcomes favored the white pupils. When select groups of black pupils who had previous segregated instructional experiences succeeded by one year of integrated experiences were compared with similar black pupils who had integrated experiences for a three year period, there were no significant differences.

QUESTION 8. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS, SEGREGATED IN AN INNER CITY SCHOOL WHICH HAS SPECIALLY FUNDED REMEDIAL AND ENRICHMENT SERVICES ALONG WITH PURPOSEFULLY INTEGRATED CLASSES, COMPARE WITH THAT OF BLACK PUPILS IN SEGREGATED CLASSES OF SIMILAR SIZE AND HAVING REMEDIAL SERVICES, BUT FEWER SPECIALLY FUNDED ENRICHMENT EXPERIENCES AND RELATIVELY NO INTEGRATED OPPORTUNITIES?

SUMMARY: SEGREGATION (EXP.) VS. SEGREGATION (CON.)

		2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post Anal-yses	No. & Dir Sig Diffs		No. of Pupils		No. of Post Anal-yses	No. & Dir Sig Diffs	
Gr	Criterion	Seg (Exp)	Seg (Con)		Seg (Exp)	Seg (Con)	Seg (Exp)	Seg (Con)		Seg (Exp)	Seg (Con)
3	Ach.						15	39	5	0	0
	Attend.						11	22	2	1	0
	Tch.Per.						13	22	4	0	0
5	Ach.						11	36	4	0	0
	Attend.						11	36	1	0	0
	Tch.Per.						11	36	2	0	1
TOTALS:											
	Ach.						26	75	9	0	0
	Attend.						22	58	3	1	0
	Tch.Per.						24	58	6	0	1

SUMMARY QUESTION EIGHT

Because two representative samples were identified at the segregated Control School, one at the primary and the other at the intermediate level, and because the number of segregated classes at the Experimental School was reduced for each succeeding year, sample size was less than desired for the time span under study. Two levels of pupils were appraised, i.e. Grades 3 and 5 pupils.

Different from the second interim report which revealed greater achievement gains for the primary level participants at the Experimental School, analysis of achievement data for pupils after three years of participation in their respective settings revealed no significant differences. For the two differences noted among the other variables, attendance favored the Grade Three participants at the Experimental School for the 1968-69 school year, while teacher perception of social growth was more favorable for the Grade Five pupils of the Control School during the 1969-70 school year. Generally, from the data analyzed, it appears that there are almost no measurable differences after three years of involvement for the pupils who were enrolled in the two different segregated type classes.

QUESTION 9. HOW DOES THE ACHIEVEMENT OF BLACK PUPILS HAVING TWO YEARS OF SEGREGATION AND ONE YEAR OF INTEGRATION IN AN INNER CITY SCHOOL WHICH HAS SPECIALLY FUNDED REMEDIAL AND ENRICHMENT SERVICES ALONG WITH INTEGRATED CLASSES COMPARE WITH THAT OF

BLACK SEGREGATED PUPILS IN THE SAME SCHOOL

BLACK PUPILS IN ANOTHER SCHOOL IN SEGREGATED CLASSES OF SIMILAR SIZE AND HAVING REMEDIAL SERVICES, BUT FEWER SPECIALLY FUNDED ENRICHMENT EXPERIENCES AND RELATIVELY NO INTEGRATED OPPORTUNITIES?

SUMMARY: TWO YEARS SEGREGATION FOLLOWED BY
ONE YEAR INTEGRATION-IN (SSI; EXP.) VS. SEGREGATION (EXP.)

		2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post Anal-yses	No. & Dir Sig Diffs		No. of Pupils		No. of Post Anal-yses	No. & Dir Sig Diffs	
Gr	Criterion	SSI (Exp)	Seg (Exp)		SSI (Exp)	Seg (Exp)	SSI (Exp)	Seg (Exp)		SSI (Exp)	Seg (Exp)
3	Ach.						19	15	5	3	0
	Attend.						15	11	2	0	0
	Tch.Per.						15	13	4	0	0
5	Ach.	8	11	4	0	0	10	11	4	0	0
	Attend.	7	8	2	0	0	9	11	2	0	0
	Tch.Per.	7	8	4	0	0	9	11	4	1	0
TOTALS:											
	Ach.	8	11	4	0	0	29	26	9	3	0
	Attend.	7	8	2	0	0	24	22	4	0	0
	Tch.Per.	7	8	4	0	0	24	24	8	1	0

SUMMARY: TWO YEARS SEGREGATION FOLLOWED BY
ONE YEAR INTEGRATION-IN (SSI; EXP.) VS. SEGREGATION (CON.)

Gr	Criterion	2-YEAR PARTICIPANTS					3-YEAR PARTICIPANTS				
		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs		No. of Pupils		No. of Post Analyses	No. & Dir Sig Diffs	
		SSI (Exp)	Seg (Con)		SSI (Exp)	Seg (Con)	SSI (Exp)	Seg (Con)		SSI (Exp)	Seg (Con)
3	Ach.						19	39	5	5	0
	Attend.						15	22	2	0	0
	Tch.Per.						15	22	4	0	0
5	Ach.						10	36	4	2	0
	Attend.						10	36	1	0	0
	Tch.Per.						10	36	2	0	0
TOTALS:											
	Ach.						29	75	9	7	0
	Attend.						25	58	3	0	0
	Tch.Per.						25	58	6	0	0

SUMMARY QUESTION NINE

Again, sample size delimits some of the implications derived from data analysis. Of the thirteen achievement analyses computed for pupils in segregated classes and those who had segregated classes followed by a year of integrated instructional experience at the Experimental School, three were significantly different. Each was evidenced by the third grade children who had the integrated experiences. In addition, the one significant finding relating to teacher perception (social growth) favored the pupils who had the integrated experiences at the fifth grade level.

When the three year participants (SSI) were compared with their counterparts at the Control School, seven of nine posttest achievement analyses were significant. Each supported the gains recorded by the children who had shared in integrated instructional experiences at the Experimental School.

However, it is important to remember that many of the participants identified as SSI were those who had scored somewhat higher on the previous year's posttest reading measure. Therefore, an overt selective procedure that introduced them to integrated classes may have influenced their achievement outcomes for the 1969-70 school year. Thus it would be somewhat presumptuous to draw inferences or implications from the analyses, and any conclusions derived must be tentative at this time.

RESULTS DERIVED FROM THE NEW YORK STATE PUPIL EVALUATION PROGRAM

BACKGROUND INFORMATION

The purpose for including this section in the report is two-fold. In the first place, reference has been made earlier to an observation that unusual pressures surfaced at the Segregated Control School during the 1968-69 school year...one year after the Fifteen Point Program was implemented. What effect, if any, did this pressure have upon pupil growth and achievement? To confront this dilemma, two additional control type schools were identified. Their pupil achievement results as shown by the New York State Pupil Evaluation Program were compared with the primary Control School, the Compensatory School, and the Experimental School. In addition, comparisons were made between the outcomes of the same students at two different times, i.e. Grades 1-3 (1967-69) and Grades 3-6 (1966-69).

The second purpose for including this portion is to grapple with the effects of confounding issues such as pupil mobility, variability of the students involved, and change effects over time. Data analyses in the preceding section of this report distinguished differences among/between comparison groups, but did not reflect the levels at which the participating groups functioned relative to any normative groups. Analysis of the results from the New York State Pupil Evaluation Program affords the possibility of achieving both objectives.

Data reduction of the results from the Pupil Evaluation Program involved both descriptive and inferential procedures. Although the purpose of this testing emphasis was intended to evaluate the impact of the Elementary and Secondary Education Act - Title I allocations, it enables local districts to compare their schools' achievement outcomes with the statewide norming population. Data reported show the percentages of pupils below minimum competency (23rd percentile) by individual school along with school means for each respective grade (Grades 1, 3, 6, and 9 selected pupils). These tests were normalized in the Fall of 1966 and have been administered at the beginning of each succeeding school year (Grade 1 discontinued after 1968). Thus, data available for this report extend from 1966-69. Moreover, whenever feasible, these tests were used as an integral part of the Fifteen Point Evaluation design (see Chapter Three).

In addition to graphs that present both global and explicit examinations of assorted New York State Pupil Evaluation data, t-tests were computed on pupil percentile rankings. These latter are tabularized in Appendix J for each of the components assessed; summaries are presented in Tables 4 and 5 of this chapter. The two kinds of graphs require further clarification. Specifically, the participating schools' results are presented in terms of the percentage of pupils who scored below minimum competency (23rd percentile and lower) in a particular grade and the grade's mean raw scores converted to percentiles. These data were obtained for two periods of time, i.e. at or before the year the Fifteen Point Program was initiated and two and three years later. Stated practically, the percentage below minimum competency and school mean percentiles were examined for first and third graders for the Fall of 1967 and 1966 respectively and again two or three years later when these same children were tested as third or sixth grade enrollees in the Fall of 1969 (the most recent time from which data were available).

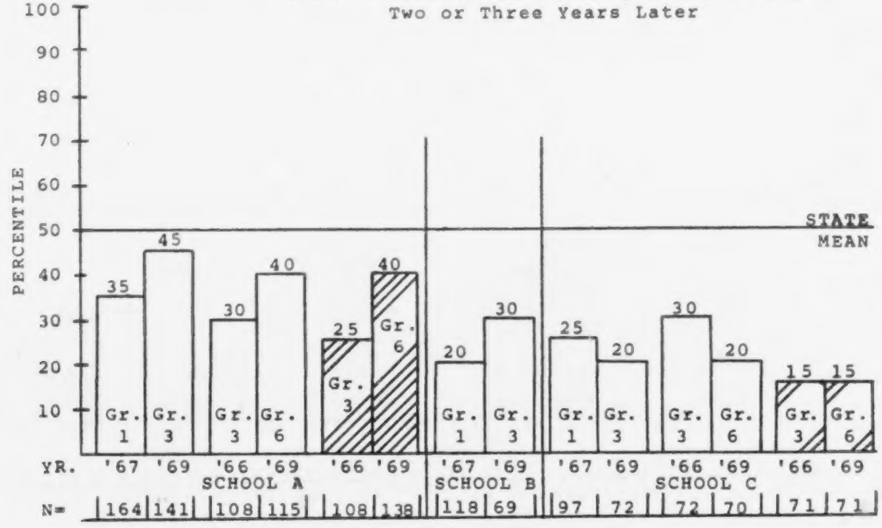
Figures 1 and 2 reflect the "trends" for each of the component schools under surveillance in global terms, i.e. all available data were used at each grade level in each school. Figures 1A and 2A, on the other hand, present pre-post results of only those pupils who were involved in the treatment activities for the first two of the three years of the Fifteen Point time span. One further delimiting aspect is noteworthy. Because the Fall 1969 testing results are the most recent available, the Grade 6 pupils tested then were in Grade 3 during the 1966-67 school year -- one year before the Fifteen Point Program. Therefore, the treatment effects for them are really confined to two rather than the desired three years. In short, the effects or changes resulting from their Grade 3 (segregated) experiences are included in the total assessment. However, if necessary precaution regarding the appraisal of New York State Pupil Evaluation data is maintained, the additional evidence presented here will complement the analyses described earlier in this chapter.

COMPONENT SCHOOLS (FIGURES 1, 1A)

When the Pupil Evaluation Program results are examined, as they are provided by the State Education Department, the data for the Experimental School reveal the percentage of pupils below minimum competency in reading decreasing from 34 percent to 21 percent over the first two years of the Fifteen Point Program. This compares favorably with the state norm of 23 percent. This same favorable trend was also evident for the school mean percentile which reveals a ten percentile increase to within five percentiles of the State norm (50th percentile). This trend was replicated in the Grades 3-6 comparisons for a three year period in reading and arithmetic. Overall, the groups tested demonstrated a positive movement of 40 percent to 30 percent in reading and 50 percent to 36 percent in arithmetic in terms of the percentage scoring below minimum competency as well as concomitant increases in school mean ranking, i.e. to within ten percentile points of the State norm.

When the percentile scores of the total subtests of pupils who attended the Experimental School for the intervals Grades 1-3 and 3-6 are analyzed more closely, a different view is revealed. To clarify, if the pupils were progressing at the pace normally expected, they would be at or near the same percentile ranking for both pre and posttest measures, except possibly some regression toward the mean. In effect, tests of significance should reveal no significant differences between mean percentiles; if they had moved ahead, significant results would favor posttest rankings.

FIGURE 1 COMPONENT SCHOOLS: School Mean Percentile at Selected Grades and Corresponding Grades Two or Three Years Later



COMPONENT SCHOOLS: Percentage Below Minimum Competency at Selected Grades and Corresponding Grades Two or Three Years Later

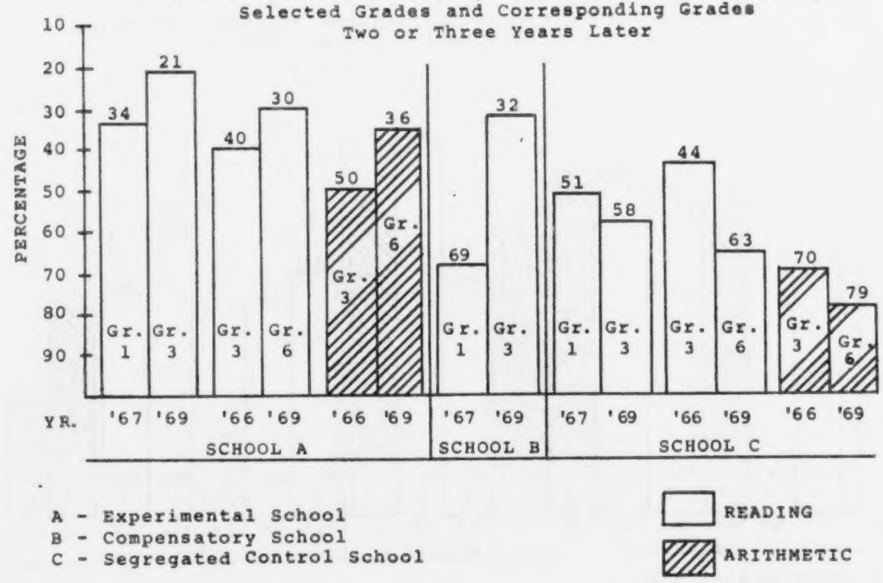
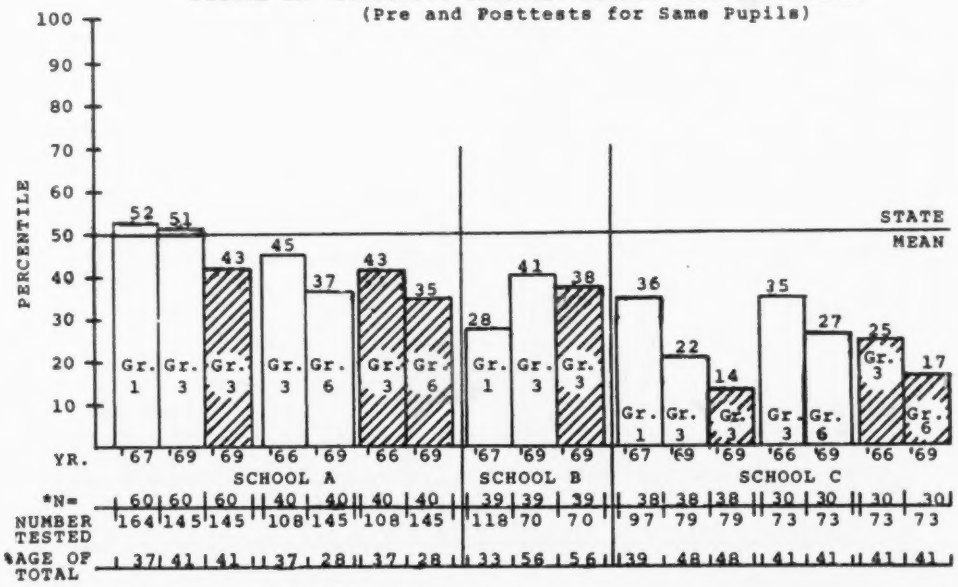
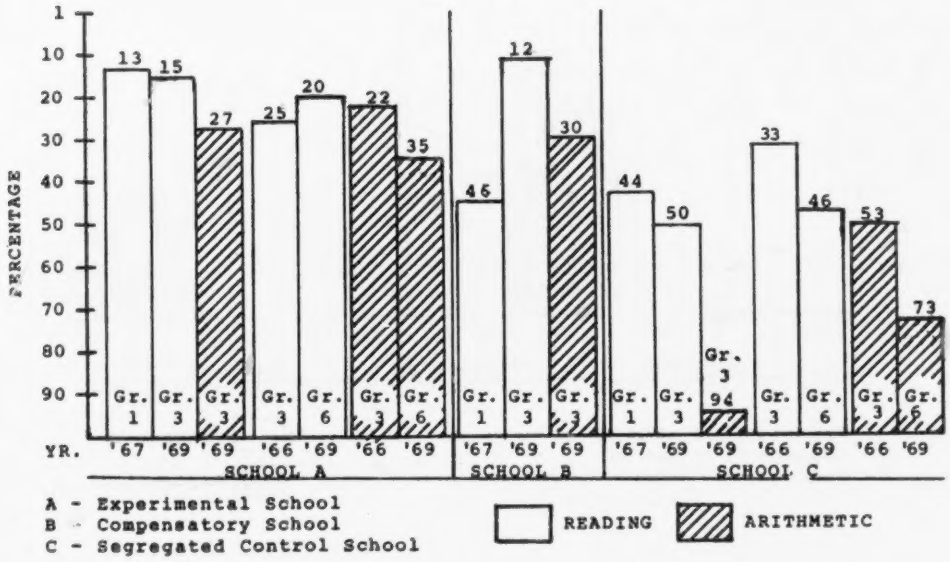


FIGURE 1A COMPONENT SCHOOLS: School Mean Percentile (Pre and Posttests for Same Pupils)



*N adjusted for correlated t-test

COMPONENT SCHOOLS: Percentage Below Minimum Competency (Pre and Posttests for Same Pupils)



When t-tests were computed for the sixty first to third graders and the forty third to sixth graders who had complete data and who were enrolled at the Experimental School for two and three years respectively (Figure 1A and Appendix J, Table 2), three of the four analyses were significant. Pretest rankings were higher in all three instances; only readiness and reading percentile rankings retained their relative standings. In short, these pupils enrolled at the Experimental School who had complete data tended to regress from Grade 1 to 3 in arithmetic skills as measured by the Grade 3 PEP tests. Regression was even more apparent for those pupils who were enrolled in the Grade 3-6 level. Significant pretest differences for the latter group were evidenced in both reading and arithmetic percentile rankings.

For the Compensatory School, data were relevant for pupils from 1967-69, i.e. those progressing through Grades 1-3 only. Considerable decreases in the precentage of pupils below minimum competency levels are noted in Figure 1A (on the previous page). Specifically, 46 percent of these children were below minimum competency at the beginning of Grade 1 and only 12 percent in reading and 30 percent in arithmetic skills were still below minimum competency at the beginning of Grade 3. Both posttest measures were significantly higher when t-tests were computed. Thus, it appears that the compensatory emphasis had marked effects upon reducing the achievement "lag" that characterizes educationally disadvantaged children as they progress through the elementary grades. Moreover, when pretest comparisons were made between first grade pupils at the Compensatory School and those attending the Experimental and Control Schools, those enrolled at the Compensatory School scored lowest on the readiness pretest measures (Appendix J, Table 1).

Graphs for the Segregated Control School reflected a negative trend in both the global (Figure 1, Page 42) and correlated (Figure 1A, Page 43) outcomes. Mean percentile scores were well below the 50th percentile and the percentage of pupils scoring below minimum competency increased during the two and three year intervals examined. Subsequent correlated t-test analyses revealed that the degree of regression was significant at the .05 level of confidence.

In summary, the analysis of New York State Pupil Evaluation Program results for the component schools yields evidence supporting two tentative inferences.

1. The pupils attending the three schools; i.e. Experimental, Compensatory, and Control, were not as similar in scholastic readiness skills as originally presumed. Pupils attending the Compensatory School tended to score lower on the pretest readiness measure, significantly lower than those at the Experimental School and lower (but not significantly) than the pupils at the Control School.

2. On the posttest measures, pupils at the Compensatory School were significantly higher than their counterparts at the Control School and close (lower, but not significantly) to their comparative group at the Experimental School.

Thus, it appears that treatment effects for the two year interval resulted in greater relative achievement gains for pupils participating in the compensatory educational emphasis.

EIGHT OUTER CITY SCHOOLS PARTICIPATING IN THE FIFTEEN POINT PROGRAM

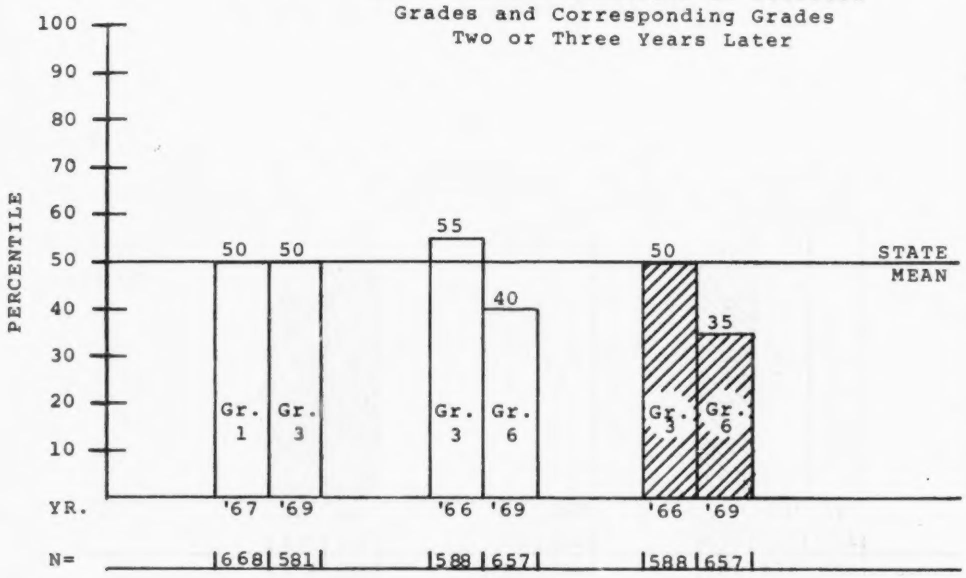
New York State Pupil Evaluation Program data were combined for those pupils attending the eight outer city schools that had large numbers involved in the Fifteen Point Program. As shown in Figure 2 (Page 46), the mean percentile is 50 (State norm) for those pupils from Grades 1-3 (readiness to reading), an expected occurrence, and for the Grade 3-6 level a decline from 55 to 40 in the reading mean and 50 to 35 in the arithmetic mean. On the same graph, the percentage of pupils scoring below minimum competency is less than 23 on three of the reading measures [Grade 1 (1967), Grade 3 (1969), and Grade 3 (1966)] and somewhat above 23 for the Grade 6 reading (69) and arithmetic (both 66 and 69).

When only those pupils who had complete pre and posttest data were separated from the gross outcomes as shown in Figure 2A (Page 47) and Table 3 in Appendix J, a somewhat different perspective is revealed. Mean percentile scores are at or above the statewide mean in six of the seven bar graphs shown. Moreover, the percentage scoring below minimum competency levels is below the State norm of 23 in all seven areas. Posttest outcomes, however, were significantly lower in three of the four analyses computed (Appendix J, Table 3: Readiness to Mathematics Grades 1-3; Reading to Reading Grades 3-6; and Arithmetic to Mathematics Grades 3-6). Only from Readiness results at Grade 1 to Reading Grade 3 was the mean difference for the same pupils within the expected range. Thus, the evidence indicates that some regression tendencies occurred beyond that which is desired or expected for those at the Grade 3-6 level in both reading and arithmetic outcomes as well as in math outcomes for the pupils from Grades 1-3.

CONTROL SCHOOL AND CHECK MEASURES (FIGURE 3, PAGE 48)

In evaluation studies of this type, controls are identified and used as a comparative base to determine, if possible, the extent to which treatment effects were responsible for changes revealed. For the final two years of the Fifteen Point Program, certain restraints were focused upon the primary Segregated Control School because of unusual pressures that surfaced during the 1968-69 school year. Until the New York State Pupil Evaluation Program data were analyzed, it was not possible to determine the possible extent to which pupils were affected by these pressures.

FIGURE 2 EIGHT OUTER CITY SCHOOLS (Combined)
School Mean Percentiles at Selected
Grades and Corresponding Grades
Two or Three Years Later



EIGHT OUTER CITY SCHOOLS (Combined)
Percentage Below Minimum Competency at
Selected Grades and Corresponding Grades
Two or Three Years Later

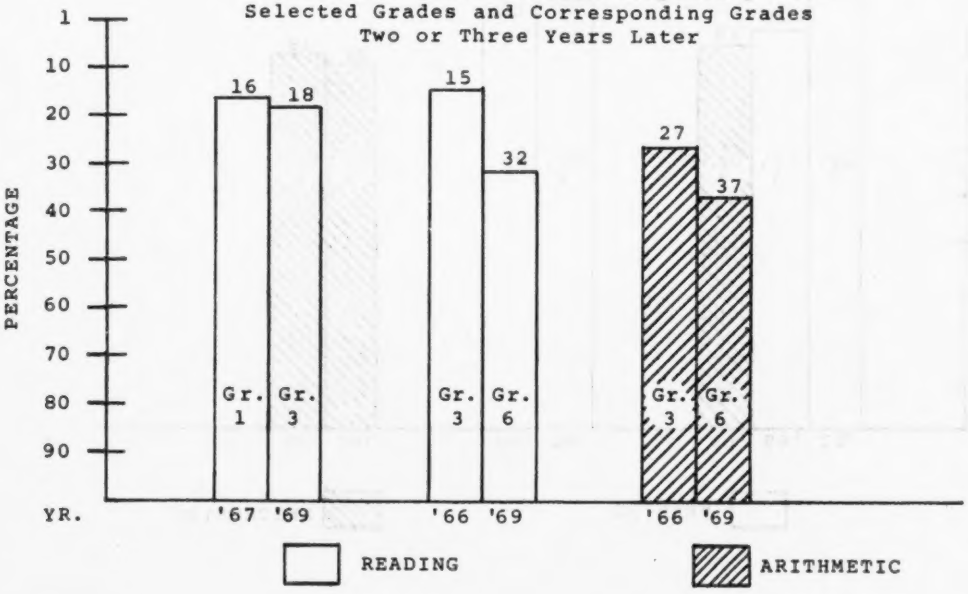
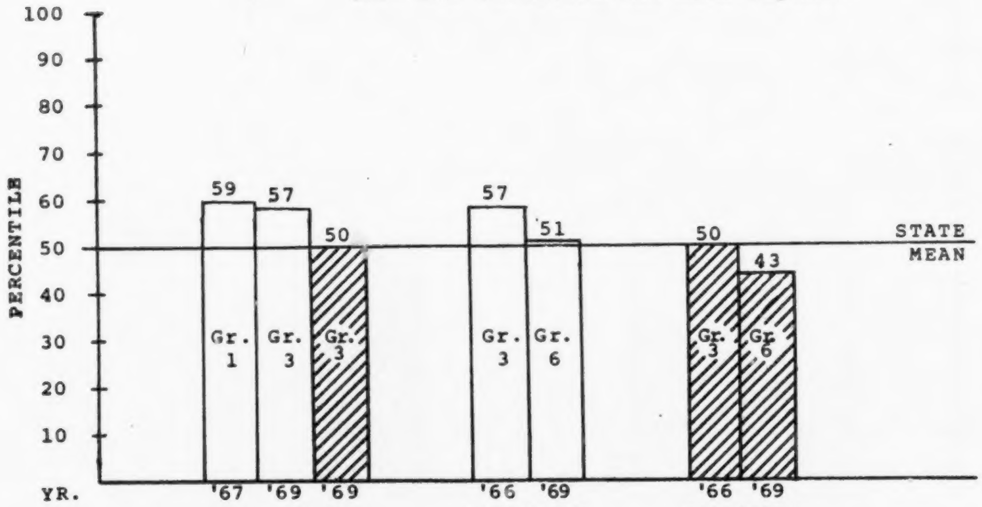


FIGURE 2A EIGHT OUTER CITY SCHOOLS (Combined)
School Mean Percentile
(Pre and Posttests for Same Pupils)



YR.	'67	'69	'69	'66	'69	'66	'69
N=	376	340	373	318	300	318	313
NUMBER TESTED	668	574	600	588	657	588	657
%AGE OF TOTAL	56	59	62	54	45	54	47

EIGHT OUTER CITY SCHOOLS (Combined)
Percentage Below Minimum Competency
(Pre and Posttests for Same Pupils)

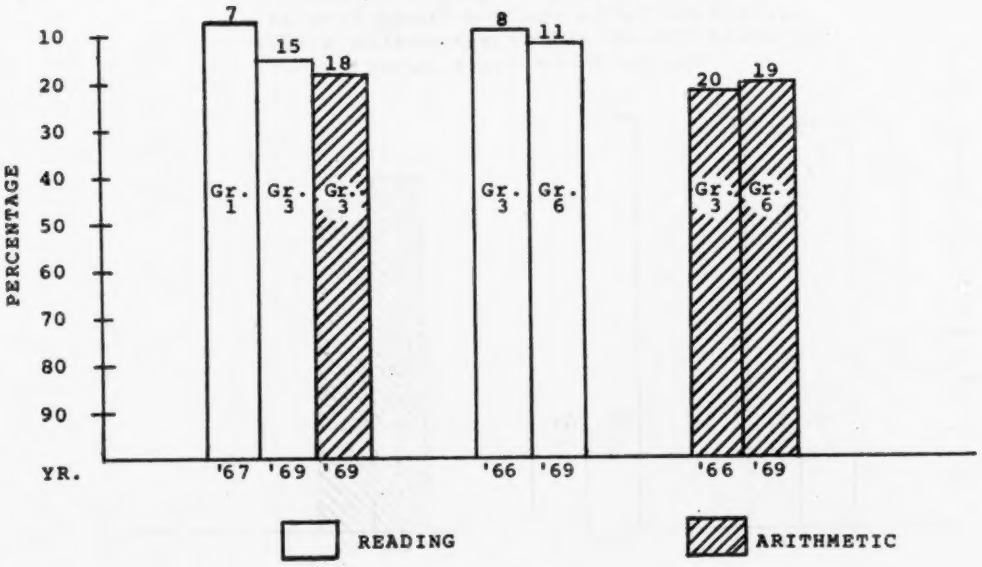
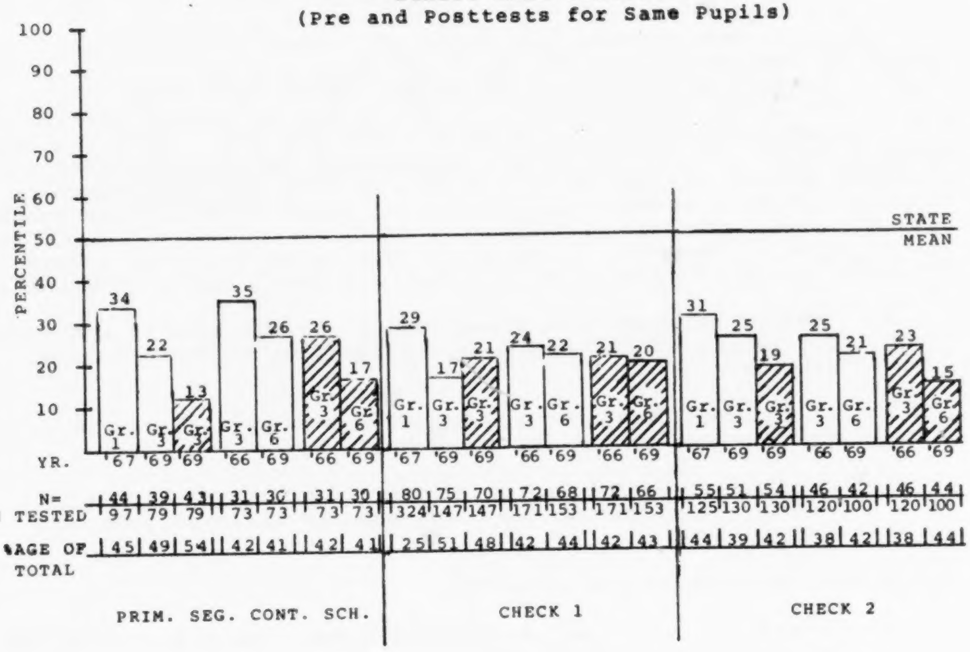
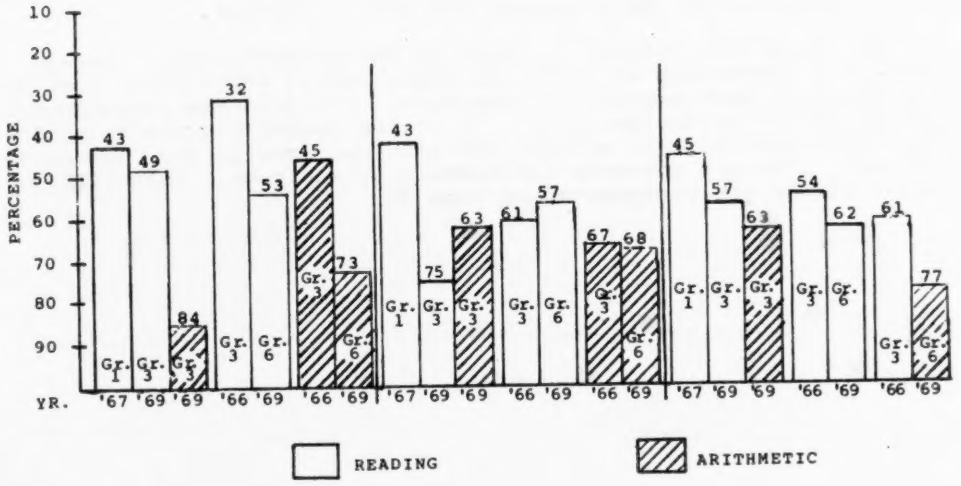


FIGURE 3 CHECK OF PRIMARY CONTROL SCHOOL
School Mean Percentile
(Pre and Posttests for Same Pupils)



CHECK OF PRIMARY CONTROL SCHOOL
Percentage Below Minimum Competency
(Pre and Posttests for Same Pupils)



To clarify this dilemma, two other largely segregated inner city school settings were identified and their New York State Pupil Evaluation Program results were analyzed. These Control School checks as they will be called, were not totally similar to the Control School highlighted in the study. There were slight variations in the ethnic makeup as well as the percentage scoring below minimum competency levels on the New York State Pupil Evaluation Program tests. In addition, the supplemental remedial services were somewhat greater at the check schools. Despite these differences, similarities were enough to warrant their usage as segregated control type measures. The detailed analyses of these control type schools are recorded in Appendix J, Table 4. From Table 4 of this chapter (Page 50) it is revealed that for Grade 1-3 participants (1967-69):

1. Pretest measures from these pupils who remained in the schools for two or three years were similar for the three segregated schools.
2. At posttest, both Control School checks were higher in arithmetic than the Control School.
3. The Control School did not differ from either check school in reading although the two check schools differed from each other.

For Grade 3-6 participants (1966-69):

1. On pretest measures, the Control School was higher than the two Control School checks.
2. On all posttest measures, the Control School was not significantly different from the Control School checks; however, Control School Check 1 was higher than Control School Check 2 in math.

Thus, some arresting of pupil scholastic achievement seems to have occurred at the Control School during the interval; part of it may have resulted from the pressures alluded to earlier.

An additional purpose rendered by the Control School checks permitted comparison with the two experimental procedures, i.e. the experimental and compensatory emphases. T-tests were computed for groups having participants at each of the respective grade levels for the three control type schools and the Experimental and Compensatory Schools. Table 4 presents the summary of analyses. Essentially, the implications are represented on Page 51.

TABLE 4

SUMMARY OF NYSPEP DATA ANALYSIS COMPARING TWO AND THREE YEAR PARTICIPANTS ENROLLED AT INNER CITY FIFTEEN POINT SCHOOLS WITH CONTROL SCHOOLS**

2-Year Participants ('67-'69 Data) Grades 1-3				3-Year Participants ('66-'69 Data Grades 3-6			
No. of Pupils	No. of Analyses*	No. & Dir. of Signif. Diff.		No. of Pupils	No. of Analyses*	No. & Dir. of Signif. Diff.	
		Pre	Post			Pre	Post
COMPONENT							
A B 60 40	3	A B 1 0	A B 0 0		NO DATA APPLICABLE		
A C 60 44	3	A C 1 0	A C 2 0	A C 43 31	4	A C 1 0	A C 2 0
B C 40 44	3	B C 0 0	B C 2 0		NO DATA APPLICABLE		
COMPONENT CHECK							
C C-1 44 80	3	C C-1 0 0	C C-1 0 1	C C-1 31 72	4	C C-1 1 0	C C-1 0 0
C C-2 44 55	3	C C-2 0 0	C C-2 0 1	C C-2 31 46	4	C C-2 1 0	C C-2 0 0
C-2 C-1 55 80	3	C-2 C-1 0 0	C-2 C-1 1 0	C-2 C-1 46 72	4	C-2 C-1 0 0	C-2 C-1 0 1
COMPONENT VS. CHECK							
A C-2 60 55	3	A C-2 1 0	A C-2 2 0	A C-2 43 46	4	A C-2 2 0	A C-2 2 0
A C-1 60 80	3	A C-1 1 0	A C-1 2 0	A C-1 60 72	4	A C-1 2 0	A C-1 2 0
B C-2 40 55	3	B C-2 0 0	B C-2 2 0		NO DATA APPLICABLE		
B C-1 40 80	3	B C-1 0 0	B C-1 2 0		NO DATA APPLICABLE		

* t-test for independent samples

** CODE: A - Experimental School
B - Compensatory School
C - Segregated Control School

Other Control Schools:
C-1 - Inner City Segregated School
C-2 - Inner City Segregated School

Grades 1-3		Grades 3-6	
Pretests	Posttests	Pretests	Posttests
A > B	A - B		
A > C	A > C	A > C	A > C
B - C	B > C		
A > C-1	A > C-1	A > C-1	A > C-1
A > C-2	A > C-2	A > C-2	A > C-2
B - C-1	B > C-1		
B - C-2	B > C-2		

NOTE: Where greater than (>) is compared with greater than, no differential growth is implied. Where similar (-) is compared to greater than, differential growth is implied.

Thus, the evidence shows that children attending the Experimental School reflected achievement results that were higher both on pre and posttest measures than their counterparts at the control type schools. Compensatory pupils were similar to control type school participants on pretests, but were significantly ahead of their comparees on posttest results.

The summary presented in Table 5 (Page 52) shows that the Compensatory School group was the only school among the five other types described in this report that did not regress, but increased their average percentile standing from pre to posttesting sessions. In addition, the Experimental School and the eight outer city schools tended to show pupils holding the same mean percentile standings from beginning of Grade 1 to the beginning of Grade 3, but declining from the beginning of Grade 3 to the beginning of Grade 6.

TABLE 5

SUMMARY OF NYSPEP DATA ANALYSIS COMPARING
PUPILS ENROLLED FOR TWO AND THREE YEARS AT THE SAME SCHOOL**

2-Year Participants ('67-'69 Data) Grades 1-3				3-Year Participants ('66-'69 Data Grades 3-6			
No. of Pupils	No. of Analyses*	No. & Dir. of Signif. Diff.		No. of Pupils	No. of Analyses*	No. & Dir. of Signif. Diff.	
		Pre	Post			Pre	Post
A 60	2	1	0	A 40	2	2	0
B 39	2	0	2	B	NO DATA APPLICABLE		
C 38	2	2	0	C 30	2	2	0
C-1 65	2	2	0	C-1 67	2	0	0
C-2 51	2	1	0	C-2 43	2	2	0
D 338	2	1	0	D 300	2	2	0

* Correlated t-test

** CODE: A - Experimental School
B - Compensatory School
C - Segregated Control School
C-1 - Segregated Control School (check 1)
C-2 - Segregated Control School (check 2)
D - Eight Outer City Schools (enrollees combined)

CHAPTER FIVE

THE FIFTEEN POINT PROGRAM IN PERSPECTIVE

STATUS OF THE FIFTEEN POINT PLAN

The plans that were presented to the Board of Education in February 1967 represented the administration's effort to provide a strategic solution to the problem of racial imbalance in the elementary schools of the City School District. As indicated earlier in this report, the Fifteen Point Plan was an outgrowth of selected features of the Combination Plan along with specific steps that could be implemented soon. This section summarizes or describes the present status of each part of the Fifteen Point Plan almost four years after its adoption in 1967 by the Rochester Board of Education.

1. USE SELECTED FEATURES OF THE COMBINATION PLAN BUT ADD ADDITIONAL STEPS WITHIN THE CITY TOGETHER WITH THOSE THAT MAY BE MADE POSSIBLE THROUGH THE COOPERATION OF THE LARGER COMMUNITY.

Under the Combination Plan, compensatory education for inner city children at the primary level was an integral option. It was implemented at School No. 3 (Component One of the Fifteen Point Program). However, the establishment of specific intermediate schools did not occur during the three year interval under surveillance. Under Zones A and C of the Reorganization Plan approved by the Board of Education in early 1970, the establishment of separate primary and intermediate schools became a reality.

2. REDUCE CLASS SIZE SHARPLY IN SEPTEMBER 1967 IN GRADES K-3 AT NATHANIEL ROCHESTER SCHOOL NO. 3 TO APPROXIMATELY FIFTEEN; IN ADDITION, A TEACHER AIDE, LIVING IN THE IMMEDIATE NEIGHBORHOOD, MAY BE EMPLOYED FOR EACH CLASSROOM; A FULLTIME SPECIALIST IN READING INSTRUCTION WILL BE ADDED TO THE STAFF OF SCHOOL NO. 3.

Table 2 on Page 11 of this report records the average class size for each of the major component schools described in this report. As shown for the three year interval, class size at School No. 3 averaged 18 pupils; however, during the first year it was 14.5 pupils and the second year 17.2 pupils. Thus, the class size average of fifteen was not maintained for the entire experimental period.

An aide was available for each of the classroom teachers at School No. 3 and the majority came from the immediate neighborhood. In addition, the services of a fulltime reading specialist was available throughout the time span. For the final two years of the program, classroom aides became available to School No. 14 teachers as well, but on a different ratio, i.e. one aide for two classroom teachers.

3. PROVIDE A READING SPECIALIST FOR EACH INNER CITY SCHOOL IN ADDITION TO THE PRESENT SUPERVISING AND HELPING TEACHER PROGRAMS.

At least one reading specialist was employed at each of the schools involved in the Fifteen Point Program. By utilizing funds made available through ESEA Title I, it became possible to expand the reading services to include two reading specialists, a community worker, and two aides for the reading teachers at each of the inner city elementary schools.

4. TRANSFER CHILDREN, WITH PARENTAL PERMISSION, IN GRADES 4-6 FROM SCHOOL NO. 3 TO SCHOOLS IN WHICH SPACE EXISTS OR CAN BE CREATED BY THE TRANSFER OF SOME SEVENTH GRADERS TO NEARBY HIGH SCHOOLS; THE RECEIVING SCHOOLS WILL INCLUDE SCHOOLS NO. 21, 30, 34, 38, 41, 42, 43, and 11.

In order to effect the plan, intermediate level children, i.e. Grades 4-6, in the School No. 3 District transferred to various outer city schools. For the 1970-71 school year, the Grade 4 pupils were retained at School No. 3. This altered the grade structure of the school and terminated the compensatory emphases that had endured for the three year experimental time period.

5. TRANSFER THREE M.A.P. CLASSES FOR THE GIFTED TO SCHOOL NO. 2 IN SEPTEMBER 1967 AND INVITE APPLICATIONS FROM SUBURBAN PARENTS FOR TRANSFER OF GIFTED CHILDREN TO THESE CLASSES ON A TUITION BASIS, AS SPACE PERMITS.

Two rather than three Major Achievement Program (MAP) classes were transferred to School No. 2 to instruct fifth and sixth grade pupils. This reduction occurred when Grade 7 pupils were transferred from the school in order to provide more space for the K-6 enrollment. For the three year period, the two M.A.P. classes functioned normally at School No. 2, but because of overcrowding were transferred to School No. 52 for the 1970-71 school year. Suburban pupil transfer was negligible.

6. IMPLEMENT IN SEPTEMBER 1967 A PROGRAM OF VOLUNTARY, REVERSE OPEN ENROLLMENT TO THE TWO NEW BEAUTIFUL SCHOOLS, CLARA BARTON SCHOOL NO. 2 AND DAG HAMMARSKJOLD SCHOOL NO. 6, AND PLAN FOR THE ESTABLISHMENT OF A SUMMER SCHOOL PROGRAM, OPEN TO STUDENTS IN THE CITY AT LARGE, AT THESE TWO SCHOOLS UNDER TITLE I OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965 FOR THE SUMMER OF 1967.

Two-way transfer, a preferred description of "reverse open enrollment," was effected at Schools No. 2 and 6, but on a limited basis at the latter school. Structured as a primary school, School No. 6 accepted the overflow of white children who would have transferred to School No. 2 if space had permitted. More than 200 white pupils were enrolled at School No. 2 while less than twenty-five were involved at School No. 6. However, two different Summer Programs were conducted and afforded interaction of pupils from the inner and outer city, as well as suburban districts.

7. THE ABOVE VOLUNTARY, REVERSE OPEN ENROLLMENT PROGRAM AND RELOCATION OF SOME CLASSES FOR THE GIFTED FOR THE PUBLIC SCHOOLS WILL BE ACCOMPANIED BY A SIMILAR PROGRAM IN THE CATHOLIC SCHOOLS AS ANNOUNCED BY THE RIGHT REVEREND MONSIGNOR ROCHE, SUPERINTENDENT OF DIOCESAN SCHOOLS.

Because of financial limitations, no formal efforts were taken by the Catholic Schools to provide classes for the gifted or to effect two-way transfer of inner and outer city parochial enrollees. However, as the result of summer school experiences, a number of inner city children transferred to parochial schools located in the suburbs as part of the Urban-Suburban Pupil Transfer Program.

8. IMPLEMENT THE INTERIM WORLD OF INQUIRY SCHOOL IN SEPTEMBER 1967 UNDER TITLE III OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965; THIS INTERIM SCHOOL, LOCATED IN THE INNER CITY, WOULD HOUSE 130 CHILDREN AND WOULD BE AN INTEGRATED SCHOOL WITH REGISTRATION FOR ATTENDANCE OPEN [TO PUPILS FROM BOTH THE CITY AND THE SUBURBS].

Following two years of extensive planning, the World of Inquiry School was established in the Fall of 1967 with an enrollment of 130 children, but increased in January 1968 to 150. Subsequent annual enrollments were 150 and 200. Now, in its fourth year of operation, the World of Inquiry School has maintained an ethnic balance that is believed to be representative of the city at large. Moreover, ESEA Title III funds financed the venture for the first three years, but with those funds expiring, a fund raising campaign was launched by a nonprofit educational corporation chartered by the New York State Board of Regents. For its fourth year of operation, the World of Inquiry School is relying upon financial support from industry, foundations, private groups and citizens, and local school district funds. With the changes in financial backing, there were concomitant effects upon structure, staffing, and transporting children. However, program objectives and operations have remained unchanged.

9. CONTINUE TO WORK FOR THE EXPANSION OF URBAN-SUBURBAN PUPIL TRANSFER PROGRAMS FOR BOTH THE SUMMER OF 1967 AND THE 1967-68 SCHOOL YEAR.

In 1967, Urban-Suburban Pupil Transfer involved 221 pupils who resided in the city but daily attended suburban district schools. Subsequent annual totals were 440 and 581. In the Fall of 1970 678 pupils were involved. Funded initially by ESEA Title III monies, the program now shares support from State Urban Education Aid, Racial Imbalance, and the City School District.

10. CONTINUE THE INTEGRATED PREKINDERGARTEN PROGRAM AT SYLVANUS A. ELLIS SCHOOL NO. 26.

In addition to the three years covered by this study, the integrated prekindergarten program at School No. 26 has been granted continuance for the 1970-71 school year as well.

11. ENCOURAGE THE DEVELOPMENT OF A VOLUNTARY COOPERATIVE FEDERATION OF SCHOOL DISTRICTS IN THE REGION TO DISCUSS AND PLAN WAYS OF REDUCING RACIAL ISOLATION IN MONROE COUNTY AS WELL AS OTHER MATTERS OF MUTUAL CONCERN.

What began as an informal voluntary interaction for Chief School Officers and Board Presidents of Monroe County in 1965, has now (September 1970) crystallized into a formal affiliation with the New York State School Boards Association for sixteen of eighteen districts. This significant action illustrates the intent of the Monroe County school districts to work together in resolving many mutual concerns and problems.

12. CONTINUE THE OPEN ENROLLMENT AND TRIAD PROGRAMS AND ENCOURAGE ADDITIONAL PARTICIPATION.

Initiated in February 1964, the Open Enrollment Plan has expanded from slightly under 500 pupils for each of its first two years to 1697, 1708, and 1798 pupils for the past three years (1967-68--1969-70) respectively. The Triad Program, however, has declined in recent years so that it no longer is a visible offering.

13. COOPERATE FULLY WITH ALL COMMUNITY AGENCIES WHOSE PROGRAMS SEEK TO REMOVE THE BASIC CAUSES OF RACIAL ISOLATION.

The Urban League, Action For a Better Community, establishment of Advisory Councils, Parents Advisory Committee for Title I, Ibero-American League, Rochester Neighborhood School Association Council, FIGHT, P.T.A., and Parochial and Private Schools, are among those community agencies sharing mutual interests with the City School District. Interaction varies in intensity, but is frequent.

14. WORK CLOSELY WITH THE OFFICE OF THE COORDINATOR OF THE DEMONSTRATION CITIES PROGRAM AND OTHER RELATED CITY DEPARTMENTS TO STRENGTHEN THE TOTAL EFFORT TO UPGRADE THE CITY THROUGH NEW EDUCATIONAL FACILITIES AND SERVICES; IN ADDITION, CONTINUE TO

STUDY THE REPLACEMENT OF SCHOOLS WITH A VIEW TOWARD SITE SELECTION THAT WILL IMPROVE OUR TOTAL EDUCATIONAL PROGRAM TO THE GREATEST EXTENT POSSIBLE AS WE ATTEMPT TO ACHIEVE QUALITY INTEGRATED EDUCATION.

School officials have worked with Model City, City Planning, and other officials in planning new schools modernization plans and their effects, and numerous other concerns. Since all housing projects involving family units affect the schools, selected officials serve as liaisons, thus keeping abreast of planned changes for the city.

15. REQUEST THE BOARD OF REGENTS AND THE COMMISSIONER OF EDUCATION OF NEW YORK STATE TO ASSIST THE BOARD OF EDUCATION IN ITS PLANNING BY SENDING A REPORT ON PROGRESS MADE TOWARD THE ELIMINATION OF LEGAL AND FINANCIAL BARRIERS TO REDUCING RACIAL ISOLATION IN THE SCHOOLS IN THE ROCHESTER AREA.

Discussions between Rochester and State Education officials have yielded no specific reports at this time. However, Regents policy statements repeatedly include the importance of interdistrict cooperation. In addition, State Education Department officials have offered assistance in determining how two districts may jointly sponsor the construction, staffing, and student staffing of one or more school buildings proposed for the periphery of the city. In effect, this would make urban-suburban access and cooperation a more probable reality. For the 1970-71 school year, an Urban Education Planning Office has been established in Rochester to activate interdistrict interests affecting the Rochester, Buffalo, and Syracuse metropolitan areas. As of this writing, time is needed to determine its impact.

SUMMARY AND IMPLICATIONS

This is the final report of a three year longitudinal effort to reduce racial isolation and to provide quality integrated education for elementary school pupils involved in the Rochester Fifteen Point Program. Pupil achievement, attendance, and perceived social growth and work habits were the measurements used to assess pupils enrolled in the various classroom settings. Specifically, the settings described in this report included segregated, compensatory, or integrated classrooms at eleven different City School District Elementary Schools during the three year period from September 1967 to June 1970. (For a description of each specific setting, the reader is referred to Page 14.)

For this final report, 556 comparisons were computed to answer the nine research questions raised earlier. Of that number, 283 involved pupil achievement, 91 pupil attendance, and 182 teacher perceptions of pupils' social growth and work habits. In addition, 76 comparisons were computed from the New York State Pupil Evaluation Program results.

The majority of comparisons revealed no significant differences. However, some outcomes have relevance for planning the future instructional program of the City School District. But caution must be preserved both in interpreting the outcomes and in applying them to planning activities.

As in many studies of this type, it is important to remember that conditions do not stand still for the researcher. Longitudinal studies in particular are often affected by uncontrollable program changes and design limitations. These changes and limitations must be kept in perspective as the reader reflects upon the findings. Among those factors affecting this study were pupil mobility, reduced sample size, teacher turnover, varying teacher emphases, community pressures, and instructional changes. Effort has been made to describe and account for most of them. Consequently, the outcomes are viewed as resulting from combined effects rather than singular ones. Moreover, the outcomes were relevant for a specific population sample, i.e. children enrolled at eleven elementary schools in Rochester, New York during the three year experimental time span. Thus, insightful caution must be exercised in viewing the following generalized outcomes.

1. THE ACHIEVEMENT OF BLACK PUPILS ENROLLED IN SEGREGATED CLASSES AT THE EXPERIMENTAL SCHOOL DURING THE THREE YEAR PERIOD WAS NOT APPRECIABLY DIFFERENT FROM SIMILAR PUPILS ENROLLED IN SEGREGATED CLASSES AT THE CONTROL SCHOOL. (THIS WAS EVIDENCED DESPITE PROGRAM ENRICHMENT ACTIVITIES THAT FAVORED PUPILS ATTENDING THE EXPERIMENTAL SCHOOL.)

2. BLACK PUPILS IN COMPENSATORY CLASSES ACHIEVED GREATER SCHOLASTIC GAINS THAN BLACK PUPILS IN SEGREGATED CLASSES; I.E. LOWER TEACHER-PUPIL RATIO (1-18 OR LESS) AND A TEACHER AIDE IN EACH CLASSROOM APPEAR TO HAVE HAD MEASURABLE EFFECT.

3. BLACK PUPILS IN INTEGRATED CLASSES TENDED TO SHOW GREATER ACHIEVEMENT GAINS THAN BLACK PUPILS IN SEGREGATED CLASSES. SINCE THIS WAS TRUE FOR BLACK PUPILS INTEGRATED BOTH AT THE INNER CITY EXPERIMENTAL SCHOOL AND OUTER CITY SCHOOLS, THERE IS INDICATION THAT INTEGRATION ITSELF MAY HAVE HAD SOME EFFECT. WHILE THE EXPERIMENTAL SCHOOL HAD SPECIAL ENRICHMENT EMPHASES, THE OUTER CITY SCHOOLS DID NOT, THUS CASTING DOUBT ON THE EFFECTIVENESS OF THE ENRICHMENT EMPHASES.

4. BLACK PUPILS IN COMPENSATORY CLASSES ACHIEVED AS WELL AS THE BLACK PUPILS ENROLLED IN INTEGRATED CLASSES AT THE EXPERIMENTAL SCHOOL, I.E. THE LOWER TEACHER-PUPIL RATIO AND CLASSROOM AIDE HAD AS MUCH IMPACT AS INTEGRATION AND ENRICHMENT EMPHASES.

5. PUPILS IN THE COMPENSATORY SCHOOL WERE THE ONLY STUDENTS AMONG THOSE ASSESSED IN THE FIFTEEN POINT PROGRAM WHO GAINED IN MEAN NEW YORK STATE PUPIL EVALUATION PROGRAM PERCENTILE STANDING DURING THE FIRST TWO GRADES.

6. IN THE AREAS MEASURED, THERE WERE NO APPRECIABLE DIFFERENCES BETWEEN BLACK PUPILS ENROLLED IN INTEGRATED CLASSES AT THE EXPERIMENTAL SCHOOL AND BLACK PUPILS ATTENDING CLASSES IN OUTER CITY SCHOOLS. (WHAT DIFFERENCES WERE EVIDENCED FAVORED THOSE PUPILS ENROLLED AT THE EXPERIMENTAL SCHOOL, IMPLYING THAT ENRICHMENT EMPHASES MAY HAVE HAD SOME EFFECT.)

7. THERE WERE NO APPRECIABLE DIFFERENCES IN OUTCOMES BETWEEN THE WHITE CHILDREN ENROLLED AT THE EXPERIMENTAL SCHOOL AND THE WHITE CHILDREN ATTENDING THEIR NEIGHBORHOOD SCHOOLS. (WHAT DIFFERENCES WERE EVIDENCED FAVORED THOSE PUPILS ENROLLED AT THE EXPERIMENTAL SCHOOL, IMPLYING THAT ENRICHMENT EMPHASES MAY HAVE HAD SOME EFFECT.)

8. BLACK PUPILS AND WHITE PUPILS WHO SCORED SIMILARLY ON PRETEST MEASURES AND WHO ATTENDED INTEGRATED CLASSES TENDED TO HAVE SIMILAR OUTCOMES THREE YEARS LATER.

9. BLACK PUPILS INTEGRATED AT THE PRIMARY LEVEL (GRADES K-3) TENDED TO SHOW RELATIVELY GREATER GAINS THAN THOSE BLACK PUPILS WHO BECAME INTEGRATED AT THE INTERMEDIATE LEVEL (GRADES 4-6).

10. PUPILS WHO REMAINED IN THE FIFTEEN POINT PROGRAM FOR THE ENTIRE THREE YEAR PERIOD TENDED TO HAVE HIGHER MEAN PRETEST ACHIEVEMENT SCORES THAN THOSE WHO TRANSFERRED OUT OF THEIR ORIGINAL SCHOOL. (THIS IMPLIES THAT THOSE PUPILS HAVING GREATER STABILITY IN RESIDENCY REFLECTED HIGHER ACHIEVEMENT OUTCOMES AS SHOWN IN THE ANALYSIS OF NEW YORK STATE PUPIL EVALUATION PROGRAM DATA.)

11. WHEN COMPARED TO BLACK PUPILS ENROLLED AT THE VARIOUS FIFTEEN POINT PARTICIPATING SCHOOLS, PUPILS ATTENDING THE CONTROL SCHOOL AND THE CONTROL SCHOOL CHECKS FARED LEAST WELL ON THE MEASURES ASSESSED, I.E. BLACK PUPILS IN SEGREGATED TYPE CLASSES WITH NEITHER REDUCED CLASS SIZE NOR EXTRA AIDES NOR ENRICHMENT EMPHASES SHOWED LEAST LEARNING PROGRESS AS DETERMINED BY VARIOUS ACHIEVEMENT MEASURES.

12. CHILDREN (BLACK PUPILS OR WHITE PUPILS) WHO ATTENDED SCHOOLS LOCATED IN THEIR NEIGHBORHOODS RECORDED FEWER DAYS OF ABSENTEEISM THAN THOSE ENROLLED IN SCHOOLS OUTSIDE OF THEIR RESIDENTIAL DISTRICT.

APPENDIX A

QUESTION ONE

HOW DOES THE ACHIEVEMENT OF BLACK PUPILS ATTENDING A SCHOOL WITH SMALL CLASS SIZE (AVERAGE K-3 = 15-18) COMPARE WITH THAT OF SIMILARLY SEGREGATED BLACK PUPILS IN SCHOOLS HAVING LARGER CLASS SIZES, i.e. EXPERIMENTAL SCHOOL AND CONTROL SCHOOL? (THE SPECIALLY FUNDED SUPPLEMENTS DIFFERED FOR EACH OF THE THREE SCHOOLS.)

COMPARISON OF
COMPENSATORY EDUCATION vs. SEGREGATION (EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
TWO YEAR PARTICIPANTS - GRADE TWO

Test and Date	Compensatory Ed.			Segregation (Exp)			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
N.Y.S. Readiness	44.92	13.97	25	33.67	14.43	12	
POSTTEST: May 1970 Adjusted*							
Met.Ach. Pr.II,Fm.C							
Word Knowledge	17.26	6.91	25	19.80	6.91	12	N S
Reading	25.04	9.76	25	24.91	9.76	12	N S
Problem Solving	24.18	6.71	25	28.32	6.71	11	N S
Computation	15.83	5.85	25	21.75	5.85	11	Sig
Year 1968-69							
Attendance	15.63	10.24	19	11.64	7.41	11	N S
Social Growth	2.58	.49	19	2.73	.62	11	N S
Work Habits	2.58	.59	19	2.91	.67	11	N S
Year 1969-70							
Attendance	14.18	8.66	22	9.83	7.79	12	N S
Social Growth	2.55	.66	22	3.17	.80	12	N S
Work Habits	2.64	.71	22	3.00	.82	12	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
COMPENSATORY EDUCATION vs. SEGREGATION (EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Compensatory Ed.			Segregation (Exp)			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	46.24	13.38	38	53.93	11.09	15	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch,Gr.3,Fm.B							
Word Recognition	19.16	4.62	38	15.99	4.62	14	Sig
Reading	17.53	4.86	38	15.41	4.86	14	N S
Computation	12.91	2.72	38	11.16	2.72	15	Sig
Problem Solving	12.27	3.87	38	9.85	3.87	15	N S
Concepts	12.77	4.93	38	9.71	4.93	14	N S
Year 1968-69							
Attendance	6.17	4.91	24	5.00	2.33	7	N S
Social Growth	2.10	.81	21	3.00	.89	10	Sig
Work Habits	2.10	.81	21	2.70	.90	10	N S
Year 1969-70							
Attendance	9.63	10.01	38	11.47	9.57	15	N S
Social Growth	2.65	.78	37	2.53	.72	15	N S
Work Habits	2.68	.84	37	2.87	1.15	15	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
COMPENSATORY EDUCATION vs. SEGREGATION (CONTROL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Compensatory Ed.			Segregation (Con)			
	Mean	St Dev	N	Mean	St Dev	N	t
PRETEST: Sept. 1967							
N.Y.S. Readiness	46.24	13.38	38	50.24	16.04	42	N S
POSTTEST: May 1970							
NYS El.Sch,Gr.3,Fm.B							
Word Recognition	19.13	3.90	38	16.10	5.65	41	Sig
Reading	17.47	4.79	38	13.68	4.22	41	Sig
Computation	12.76	2.59	38	10.42	3.84	38	Sig
Problem Solving	12.03	3.99	38	8.73	3.54	37	Sig
Concepts	12.71	4.82	38	7.38	3.86	37	Sig
Year 1968-69							
Attendance	6.17	4.91	24	12.00	5.35	3	N S
Social Growth	2.10	.81	21	2.33	.94	3	N S
Work Habits	2.10	.81	21	2.67	.94	3	N S
Year 1969-70							
Attendance	9.63	10.01	38	11.27	12.67	41	N S
Social Growth	2.65	.78	37	2.65	.82	40	N S
Work Habits	2.68	.84	37	2.63	.83	40	N S

APPENDIX B

QUESTION TWO

HOW DOES THE ACHIEVEMENT OF BLACK PUPILS ATTENDING A SCHOOL WITH SMALL CLASS SIZE (AVERAGE K-3 = 15-18) COMPARE WITH

THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES AT AN INNER CITY SCHOOL AND

THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN OUTER CITY SCHOOLS?

COMPARISON OF
COMPENSATORY EDUCATION vs. INTEGRATION-IN
(BLACK PUPILS)
TWO YEAR PARTICIPANTS - GRADE TWO

Test and Date	Compensatory Ed.			Integration-In			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
N.Y.S. Readiness	44.92	13.97	25	60.00	12.21	9	
POSTTEST: May 1970 Adjusted*							
Met.Ach. Pr.II,Fm.C							
Word Knowledge	18.93	6.64	25	18.86	6.64	9	N S
Reading	27.22	9.66	25	29.28	9.66	9	N S
Problem Solving	24.86	7.27	25	28.82	7.27	9	N S
Computation	16.52	4.70	25	21.33	4.70	9	Sig
Year 1968-69							
Attendance	15.63	10.24	19	11.67	5.56	9	N S
Social Growth	2.58	.49	19	2.78	.42	9	N S
Work Habits	2.58	.59	19	2.67	.82	9	N S
Year 1969-70							
Attendance	14.18	8.66	22	10.11	3.70	9	N S
Social Growth	2.55	.66	22	2.22	.42	9	N S
Work Habits	2.64	.71	22	2.33	.94	9	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
COMPENSATORY EDUCATION vs. INTEGRATION-IN
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Compensatory Ed.			Integration-In			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST; Sept. 1967							
N.Y.S. Readiness	46.24	13.38	38	57.35	13.91	17	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch,Gr.3,Fm.B							
Word Recognition	19.29	3.80	38	20.99	3.80	17	N S
Reading	17.78	4.58	38	18.67	4.58	17	N S
Computation	12.91	2.35	38	12.91	2.35	16	N S
Problem Solving	12.30	3.33	38	12.55	3.33	16	N S
Concepts	12.80	4.31	38	13.16	4.31	16	N S
Year 1968-69							
Attendance	6.17	4.91	24	9.57	6.00	14	N S
Social Growth	2.10	.81	21	2.29	1.03	14	N S
Work Habits	2.10	.81	21	1.93	1.16	14	N S
Year 1969-70							
Attendance	9.63	10.01	38	14.88	14.85	17	N S
Social Growth	2.65	.78	37	2.71	1.02	17	N S
Work Habits	2.68	.84	37	2.82	1.10	17	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
COMPENSATORY EDUCATION vs. INTEGRATION-OUT
(BLACK PUPILS)
TWO YEAR PARTICIPANTS - GRADE TWO

Test and Date	Compensatory Ed.			Integration-Out			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
N.Y.S. Readiness	44.92	13.97	25	56.16	11.01	19	
POSTTEST: May 1970 Adjusted*							
Met.Ach. Pr.II,Fm.C							
Word Knowledge	19.14	6.72	25	18.97	6.72	18	N S
Reading	27.89	9.89	25	22.19	9.89	19	N S
Problem Solving	25.34	6.89	25	26.81	6.89	19	N S
Computation	16.48	6.00	25	18.11	6.00	19	N S
Year 1968-69							
Attendance	15.63	10.24	19	17.05	12.05	19	N S
Social Growth	2.58	.49	19	2.89	.74	18	N S
Work Habits	2.58	.59	19	2.89	.74	18	N S
Year 1969-70							
Attendance	14.18	8.66	22	14.44	8.88	18	N S
Social Growth	2.55	.66	22	2.83	.90	18	N S
Work Habits	2.64	.71	22	2.94	.91	18	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
COMPENSATORY EDUCATION vs. INTEGRATION-OUT
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Compensatory Ed.			Integration-Out			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	46.24	13.38	38	55.67	12.87	18	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch,Gr.3,Fm.B							
Word Recognition	19.39	3.98	38	20.73	3.98	18	N S
Reading	17.88	4.75	38	18.71	4.75	18	N S
Computation	12.96	2.61	38	12.44	2.61	17	N S
Problem Solving	12.44	3.48	38	12.55	3.48	17	N S
Concepts	12.92	4.33	38	12.30	4.33	17	N S
Year 1968-69							
Attendance	6.17	4.91	24	8.75	1.30	14	N S
Social Growth	2.10	.81	21	2.75	.83	14	N S
Work Habits	2.10	.81	21	2.50	.50	14	N S
Year 1969-70							
Attendance	9.63	10.01	38	10.61	5.74	18	N S
Social Growth	2.65	.78	37	3.06	.85	18	N S
Work Habits	2.68	.84	37	2.89	1.15	18	N S

* Covariance adjusted posttest means for each corresponding pretest variable

APPENDIX C

QUESTION THREE

HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES AT AN INNER CITY SCHOOL COMPARE WITH THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN OUTER CITY SCHOOLS?

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(BLACK PUPILS)
TWO YEAR PARTICIPANTS - GRADE TWO

Test and Date	Integration-In			Integration-Out			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
N.Y.S. Readiness	60.00	12.21	9	56.16	11.01	19	N S
POSTTEST: May 1970							
Met. Ach. Pr.II,Fm.C							
Word Knowledge	21.78	5.81	9	20.72	6.63	18	N S
Reading	32.33	8.64	9	24.53	10.31	19	N S
Problem Solving	29.78	5.98	9	27.89	6.63	19	N S
Computation	22.44	2.59	9	18.58	7.13	19	N S
Year 1968-69							
Attendance	11.67	5.56	9	17.05	12.05	19	N S
Social Growth	2.78	.42	9	2.89	.74	18	N S
Work Habits	2.67	.82	9	2.89	.74	18	N S
Year 1969-70							
Attendance	10.11	3.70	9	14.44	8.88	18	N S
Social Growth	2.22	.42	9	2.83	.90	18	N S
Work Habits	2.33	.94	9	2.94	.91	18	N S

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(BLACK PUPILS)
THREE YEAR PARTICIPANTS-GRADE THREE

Test and Date	Integration-In			Integration-Out			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	56.81	14.16	16	55.67	12.87	18	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	21.69	3.35	16	21.28	4.48	18	N S
Reading	19.50	4.66	16	19.56	5.56	18	N S
Computation	13.20	2.10	15	12.88	3.08	17	N S
Problem Solving	13.33	2.24	15	13.47	3.94	17	N S
Concepts	13.53	2.85	15	12.76	3.39	17	N S
Year 1968-69							
Attendance	10.15	5.83	13	8.75	1.30	4	N S
Social Growth	2.15	.95	13	2.75	.83	4	N S
Work Habits	1.77	1.05	13	2.50	.50	4	N S
Year 1969-70							
Attendance	15.81	14.82	16	10.61	5.74	18	N S
Social Growth	2.63	.99	16	3.06	.85	18	N S
Work Habits	2.69	.98	16	2.89	1.15	18	N S

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Integration-In			Integration-Out			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	14.00	4.56	15	15.83	5.40	12	N S
Reading	11.60	4.50	15	13.08	6.38	12	N S
Computation	8.47	2.19	15	6.67	3.06	12	N S
Problem Solving	7.93	2.62	15	8.42	2.78	12	N S
Concepts	5.47	2.83	15	6.25	2.52	12	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	19.07	8.94	15	22.50	10.71	12	N S
Reading	35.60	13.27	15	32.67	13.36	12	N S
Concepts	17.86	7.24	14	16.00	6.79	12	N S
Problem Solving	11.00	4.94	14	8.33	3.25	12	N S
Year 1968-69							
Attendance	2.60	2.62	10	7.75	5.97	4	Sig
Social Growth	2.90	1.04	10	3.00	1.22	4	N S
Work Habits	3.00	.45	10	3.00	1.22	4	N S
Year 1969-70							
Attendance	7.07	7.91	15	13.92	10.54	12	N S
Social Growth	2.33	.79	15	3.33	.94	12	Sig
Work Habits	2.13	.81	15	3.33	1.03	12	Sig

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE SIX

Test and Date	Integration-In			Integration-Out			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
Iowa Test Bas.Skills							
Vocabulary	17.33	6.94	24	10.92	4.18	13	
Reading	30.58	9.83	24	19.15	6.00	13	
Concepts	14.42	6.33	24	9.69	2.55	13	
Problem Solving	10.29	4.31	24	6.31	1.64	13	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch,Gr.6,Fm.B							
Word Recognition	20.37	4.94	24	16.08	4.94	13	Sig
Reading	23.64	5.77	24	23.75	5.77	13	N S
Concepts	10.17	3.48	24	6.99	3.48	13	Sig
Problem Solving	11.75	4.24	24	8.54	4.24	13	N S
Year 1968-69							
Attendance	4.00	3.28	16	6.33	4.06	9	N S
Social Growth	2.06	1.03	16	2.89	.31	9	Sig
Work Habits	1.69	.92	16	2.89	.57	9	Sig
Year 1969-70							
Attendance	6.79	6.13	24	13.13	12.74	8	N S
Social Growth	2.96	.93	24	2.88	.93	8	N S
Work Habits	2.75	1.13	24	3.50	1.22	8	N S

* Covariance adjusted posttest means for each corresponding pretest variable

APPENDIX D

QUESTION FOUR

HOW DOES THE ACHIEVEMENT OF WHITE PUPILS IN RACIALLY INTEGRATED CLASSES AT AN INNER CITY SCHOOL COMPARE WITH THE ACHIEVEMENT OF A SIMILAR GROUP OF WHITE PUPILS IN OUTER CITY SCHOOLS?

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(WHITE PUPILS)
TWO YEAR PARTICIPANTS - GRADE TWO

Test and Date	Integration-In			Integration-Out			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
N.Y.S. Readiness	75.32	18.65	22	72.78	16.75	18	N S
POSTTEST: May 1970							
Met. Ach. Pr.II, Fm.C							
Word Knowledge	31.82	4.61	22	26.83	8.40	18	Sig
Reading	42.76	5.82	21	33.88	13.08	17	Sig
Problem Solving	35.85	5.16	20	34.39	6.33	18	N S
Computation	24.90	4.94	20	22.00	5.25	18	N S
Year 1968-69							
Attendance	15.05	15.71	22	11.06	8.95	18	N S
Social Growth	2.14	.69	22	1.83	.69	18	N S
Work Habits	2.18	.94	22	1.56	.76	18	Sig
Year 1969-70							
Attendance	12.36	6.71	22	11.72	8.72	18	N S
Social Growth	1.73	.75	22	2.06	1.03	18	N S
Work Habits	1.91	.85	22	2.33	1.41	18	N S

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(WHITE PUPILS)
TWO YEAR PARTICIPANTS - GRADE FOUR

Test and Date	Integration-In			Integration-Out			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	20.13	4.28	8	18.89	4.77	9	
Reading	18.43	5.73	7	17.11	6.47	9	
Problem Solving	13.71	4.83	7	12.67	4.50	9	
Concepts	13.71	4.83	7	12.67	4.50	9	
POSTTEST: May 1970 Adjusted*							
Iowa Test Bas. Skills							
Vocabulary	27.51	4.97	8	23.77	4.97	9	N S
Reading	42.87	7.76	7	36.77	7.76	9	N S
Problem Solving	23.47	5.35	7	22.74	5.35	9	N S
Concepts	19.20	4.84	7	16.51	4.84	9	N S
Year 1968-69							
Attendance	12.33	9.86	6	13.00	7.13	5	N S
Social Growth	1.83	.69	6	2.00	.63	5	N S
Work Habits	2.67	.75	6	2.20	1.17	5	N S
Year 1969-70							
Attendance	11.17	6.64	6	14.22	9.72	9	N S
Social Growth	2.17	.69	6	2.22	1.03	9	N S
Work Habits	1.83	.69	6	2.44	1.26	9	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(WHITE PUPILS)
TWO YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Integration-In			Integration-Out			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
Iowa Test Bas. Skills							
Vocabulary	27.50	8.04	10	25.43	7.05	14	N S
Reading	46.00	10.06	10	42.07	10.28	14	N S
Concepts	20.00	5.37	9	21.07	3.39	14	N S
Problem Solving	13.44	3.56	9	13.93	4.61	14	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	36.40	5.39	10	33.21	6.48	14	N S
Reading	59.20	9.55	10	53.57	10.40	14	N S
Concepts	32.78	5.55	9	30.21	6.10	14	N S
Problem Solving	20.00	6.20	9	17.86	4.91	14	N S
Year 1968-69							
Attendance	15.70	9.06	10	4.86	4.32	14	Sig
Social Growth	1.20	.40	10	1.93	.70	14	Sig
Work Habits	1.60	.80	10	2.07	.88	14	N S
Year 1969-70							
Attendance	13.40	11.05	10	9.64	5.11	14	N S
Social Growth	1.20	.40	10	1.50	.50	14	N S
Work Habits	1.30	.64	10	1.71	.88	14	N S

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(WHITE PUPILS)
TWO YEAR PARTICIPANTS - GRADE SIX

Test and Date	Integration-In			Integration-Out			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
Iowa Test Bas. Skills							
Vocabulary	25.56	8.93	9	20.00	6.95	8	
Reading	47.50	10.05	10	33.13	10.91	8	
Concepts	20.70	6.08	10	22.63	6.50	8	
Problem Solving	12.00	3.26	10	11.13	5.21	8	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch, Gr.6,Fm.B							
Word Recognition	19.31	3.62	9	21.77	3.62	8	N S
Reading	29.34	3.43	10	28.83	3.43	8	N S
Concepts	11.03	3.11	10	11.59	3.11	8	N S
Problem Solving	12.18	3.05	10	13.77	3.05	8	N S
Year 1968-69							
Attendance	13.64	7.70	11	4.25	2.90	8	Sig
Social Growth	2.27	.96	11	2.75	.66	8	N S
Work Habits	2.36	1.23	11	2.50	.71	8	N S
Year 1969-70							
Attendance	17.73	10.94	11	6.75	6.18	8	Sig
Social Growth	2.18	.72	11	2.38	.70	8	N S
Work Habits	2.82	1.27	11	2.50	.87	8	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(WHITE PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Integration-In			Integration-Out			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	73.52	15.81	21	71.12	12.22	25	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	22.10	3.85	21	22.28	3.98	25	N S
Reading	22.67	5.44	21	22.52	5.25	25	N S
Computation	14.14	1.36	21	13.60	2.37	25	N S
Problem Solving	16.86	3.23	21	15.76	4.56	25	N S
Concepts	15.43	4.96	21	16.04	4.24	25	N S
Year 1968-69							
Attendance	3.00	1.73	8	3.20	2.09	10	N S
Social Growth	2.13	.93	8	2.40	.66	10	N S
Work Habits	1.63	.70	8	2.60	.92	10	Sig
Year 1969-70							
Attendance	8.05	3.91	21	8.46	6.18	24	N S
Social Growth	2.33	1.08	21	2.04	.93	24	N S
Work Habits	2.62	1.21	21	2.21	1.04	24	N S

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(WHITE PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Integration-In			Integration-Out			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	20.25	3.96	8	19.56	3.06	9	N S
Reading	18.88	5.25	8	20.11	4.95	9	N S
Computation	9.56	4.52	9	9.67	2.31	9	N S
Problem Solving	12.56	4.57	9	13.56	3.34	9	N S
Concepts	9.67	3.27	9	10.22	2.74	9	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	31.22	7.18	9	30.33	5.25	9	N S
Reading	51.56	11.17	9	46.33	11.13	9	N S
Concepts	28.44	6.45	9	25.56	3.24	9	N S
Problem Solving	18.33	5.64	9	14.67	4.32	9	N S
Year 1968-69							
Attendance	5.13	4.01	8	3.50	2.12	8	N S
Social Growth	2.00	1.00	8	1.75	.66	8	N S
Work Habits	2.00	.71	8	1.88	.93	8	N S
Year 1969-70							
Attendance	9.78	5.49	9	7.00	4.57	9	N S
Social Growth	1.67	.67	9	2.00	.67	9	N S
Work Habits	1.33	.47	9	1.78	.79	9	N S

COMPARISON OF
INTEGRATION-IN vs. INTEGRATION-OUT
(WHITE PUPILS)
THREE YEAR PARTICIPANTS - GRADE SIX

Test and Date	Integration-In			Integration-Out			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
Iowa Test Bas. Skills							
Vocabulary	21.00	9.75	14	23.14	8.79	14	N S
Reading	38.71	12.34	14	39.29	10.36	14	N S
Concepts	17.43	6.55	14	19.43	4.45	14	N S
Problem Solving	12.93	4.51	14	14.00	4.94	14	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.6,Fm.B							
Word Recognition	23.64	5.74	14	25.31	4.29	13	N S
Reading	29.29	5.81	14	28.00	6.49	13	N S
Computation	14,50	3.48	14	16.57	2.80	14	N S
Problem Solving	14.36	4.17	14	15.00	3.14	14	N S
Concepts	12.71	3.95	14	12.86	4.29	14	N S
Year 1968-69							
Attendance	3.89	3.07	9	3.70	3.77	10	N S
Social Growth	2.11	.74	9	1.45	.66	11	Sig
Work Habits	2.00	.82	9	1.82	.83	11	N S
Year 1969-70							
Attendance	12.00	7.46	14	8.79	5.47	14	N S
Social Growth	2.21	1.08	14	1.93	1.10	14	N S
Work Habits	2.36	1.29	14	2.14	1.19	14	N S

APPENDIX E

QUESTION FIVE

HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES COMPARE WITH

> THE ACHIEVEMENT OF PUPILS IN CLASSES ALMOST COMPLETELY BLACK IN ENROLLMENT WITHIN THE SAME SCHOOL AND
>
> THAT OF SEGREGATED PUPILS IN A NEIGHBORING SCHOOL?

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. INTEGRATION-IN
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Segregation (Exp)			Integration-In			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	53.93	11.09	15	56.81	14.16	16	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	16.07	5.57	14	21.69	3.35	16	Sig
Reading	15.57	4.78	14	19.50	4.66	16	N S
Computation	11.53	3.12	15	13.20	2.10	15	N S
Problem Solving	10.47	3.98	15	13.33	2.24	15	N S
Concepts	9.86	4.61	14	13.53	2.85	15	Sig
Year 1968-69							
Attendance	5.00	2.33	7	10.15	5.83	13	N S
Social Growth	3.00	.89	10	2.15	.95	13	Sig
Work Habits	2.70	.90	10	1.77	1.05	13	Sig
Year 1969-70							
Attendance	11.47	9.57	15	15.81	14.82	16	N S
Social Growth	2.53	.72	15	2.63	.99	16	N S
Work Habits	2.87	1.15	15	2.69	.98	16	N S

COMPARISON OF
INTEGRATION-IN vs. SEGREGATION (EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FOUR

Test and Date	Integration-In			Segregation (Exp)			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
Met.Ach. Pr.II, Fm.A							
Word Knowledge	16.36	7.85	14	11.81	4.86	16	
Reading	17.13	12.24	15	13.38	6.07	16	
Problem Solving	17.93	5.26	15	17.31	4.44	16	
POSTTEST: May 1970 Adjusted*							
Iowa Test Bas.Skills							
Vocabulary	18.95	7.59	14	18.10	7.59	16	N S
Reading	27.86	8.08	15	25.94	8.08	16	N S
Problem Solving	10.59	3.93	15	11.19	3.93	15	N S
Year 1968-69							
Attendance	3.75	2.05	8	5.82	5.51	11	N S
Social Growth	2.75	1.09	8	2.00	.77	10	N S
Work Habits	2.63	.86	8	2.00	.45	10	N S
Year 1969-70							
Attendance	6.50	5.15	14	13.06	10.19	16	Sig
Social Growth	2.43	.90	14	2.31	.85	16	N S
Work Habits	2.93	1.10	14	2.13	.86	16	Sig

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
INTEGRATION-IN vs. SEGREGATION (EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Integration-In			Segregation (Exp)			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	14.00	4.56	15	14.45	5.43	11	N S
Reading	11.60	4.50	15	9.82	5.17	11	N S
Computation	8.47	2.19	15	5.55	3.39	11	Sig
Problem Solving	7.93	2.62	15	6.91	2.87	11	N S
Concepts	5.47	2.83	15	5.82	3.04	11	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	19.07	8.94	15	18.40	4.67	10	N S
Reading	35.60	13.27	15	29.90	13.39	10	N S
Concepts	17.86	7.24	14	15.36	7.93	11	N S
Problem Solving	11.00	4.94	14	7.36	4.35	11	N S
Year 1968-69							
Attendance	2.60	2.62	10	2.50	1.96	10	N S
Social Growth	2.90	1.04	10	2.00	1.18	10	N S
Work Habits	3.00	.45	10	2.30	1.10	10	N S
Year 1969-70							
Attendance	7.07	7.91	15	9.55	7.00	11	N S
Social Growth	2.33	.79	15	3.55	.78	11	Sig
Work Habits	2.13	.81	15	3.00	1.13	11	Sig

COMPARISON OF
INTEGRATION-IN vs. SEGREGATION (EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE SIX

Test and Date	Integration-In			Segregation (Exp)			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
Iowa Test Bas.Skills							
Vocabulary	17.33	6.94	24	9.38	4.05	26	
Reading	30.58	9.83	24	21.62	8.09	26	
Concepts	14.42	6.33	24	11.80	4.75	25	
Problem Solving	10.29	4.31	24	7.24	3.98	25	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch,Gr.6,Fm.B							
Word Recognition	19.72	5.23	24	17.99	5.23	26	N S
Reading	24.02	5.26	24	21.60	5.26	26	N S
Concepts	10.10	3.43	24	7.86	3.43	25	Sig
Problem Solving	11.54	3.95	24	10.88	3.95	25	N S
Year 1968-69							
Attendance	4.00	3.28	16	4.33	5.54	9	N S
Social Growth	2.06	1.03	16	2.44	.83	9	N S
Work Habits	1.69	.92	16	2.44	1.07	9	N S
Year 1969-70							
Attendance	6.79	6.13	24	10.46	10.92	26	N S
Social Growth	2.96	.93	24	3.00	.78	26	N S
Work Habits	2.75	1.13	24	3.19	.92	26	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
SEGREGATION (CONTROL SCHOOL) vs. INTEGRATION-IN
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Segregation (Con)			Integration-In			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	49.59	15.67	41	57.35	13.91	17	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch,Gr.3,Fm.B							
Word Recognition	16.28	5.38	41	20.91	5.38	17	Sig
Reading	13.97	4.39	41	18.66	4.39	17	Sig
Computation	10.55	3.27	38	12.93	3.27	16	Sig
Problem Solving	8.80	3.65	37	13.03	3.65	16	Sig
Concepts	7.52	4.10	37	13.06	4.10	16	Sig
Year 1968-69							
Attendance	12.00	5.35	3	9.57	6.00	14	N S
Social Growth	2.33	.94	3	2.29	1.03	14	N S
Work Habits	2.67	.94	3	1.93	1.16	14	N S
Year 1969-70							
Attendance	11.27	12.67	41	14.88	14.85	17	N S
Social Growth	2.65	.82	40	2.71	1.02	17	N S
Work Habits	2.63	.83	40	2.82	1.10	17	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
INTEGRATION-IN vs. SEGREGATION (CONTROL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

	Integration-In			Segregation (Con)			
Test and Date	Mean	St Dev	N	Mean	St Dev	N	t
PRETEST: Sept. 1967							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	14.00	4.56	15	12.94	5.36	36	N S
Reading	11.60	4.50	15	10.86	3.87	36	N S
Computation	8.47	2.19	15	5.69	3.21	36	Sig
Problem Solving	7.93	2.62	15	7.22	3.74	36	N S
Concepts	5.47	2.83	15	5.44	2.35	36	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	19.07	8.94	15	15.97	5.41	36	N S
Reading	35.60	13.27	15	26.81	9.88	36	Sig
Concepts	17.86	7.24	14	15.56	5.81	36	N S
Problem Solving	11.00	4.94	14	10.46	5.92	35	N S
Year 1969-70							
Attendance	7.07	7.91	15	10.72	10.93	36	N S
Social Growth	2.33	.79	15	2.39	.83	36	N S
Work Habits	2.13	.81	15	2.39	.98	36	N S

APPENDIX F

QUESTION SIX

HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN OUTER CITY SCHOOLS COMPARE WITH THE ACHIEVEMENT OF BLACK PUPILS IN CLASSES ALMOST COMPLETELY BLACK AT TWO INNER CITY SCHOOLS?

COMPARISON OF
INTEGRATION-OUT** vs. SEGREGATION (EXPERIMENTAL SCHOOL)**
(BLACK PUPILS)
TWO YEAR PARTICIPANTS - GRADE TWO

Test and Date	Integration-Out**			Segregation (Exp)**			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
N.Y.S. Readiness	45.88	4.31	8	40.00	8.85	8	
POSTTEST: May 1970 Adjusted*							
Met.Ach. Pr.II, Fm.C							
Word Knowledge	16.09	4.92	7	17.80	4.92	8	N S
Reading	18.79	8.70	8	23.58	8.70	8	N S
Problem Solving	23.64	5.33	8	28.99	5.33	7	N S
Computation	15.89	5.59	8	23.42	5.59	7	Sig
Year 1968-69							
Attendance	18.38	13.32	8	11.71	9.13	7	N S
Social Growth	3.00	.87	8	2.57	.73	7	N S
Work Habits	3.13	.78	8	2.71	.70	7	N S
Year 1969-70							
Attendance	14.63	9.77	8	7.50	4.80	8	N S
Social Growth	3.13	.78	8	3.25	.83	8	N S
Work Habits	3.37	.86	8	3.00	.87	8	N S

* Covariance adjusted posttest means for each corresponding pretest variable

** A subgroup selected specifically for matching purposes and thus not representative of the total Grade Two sample used elsewhere

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. INTEGRATION-OUT
(BLACK PUPILS)
TWO YEAR PARTICIPANTS - GRADE FOUR

Test and Date	Segregation (Exp)			Integration-Out			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	13.20	4.56	15	12.22	5.49	9	N S
Reading	10.71	3.08	14	12.22	5.43	9	N S
Problem Solving	7.13	3.62	16	9.44	4.40	9	N S
Concepts	4.00	2.22	15	4.89	3.41	9	N S
POSTTEST: May 1970 Adjusted*							
Iowa Test Bas. Skills							
Vocabulary	15.19	6.54	15	18.24	6.54	9	N S
Reading	29.61	8.75	14	26.16	8.75	9	N S
Problem Solving	15.29	4.28	16	18.15	4.28	9	N S
Concepts	12.27	3.79	16	11.97	3.79	9	N S
Year 1968-69							
Attendance	15.87	11.24	15	13.75	6.36	8	N S
Social Growth	2.80	.54	15	3.13	.60	8	N S
Work Habits	3.07	.68	15	3.25	.43	8	N S
Year 1969-70							
Attendance	11.69	9.21	16	15.56	15.61	9	N S
Social Growth	2.56	.70	16	2.67	1.05	9	N S
Work Habits	3.06	.75	16	2.44	.83	9	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. INTEGRATION-OUT
(BLACK PUPILS)
TWO YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Segregation (Exp)			Integration-Out			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
Iowa Test Bas. Skills							
Vocabulary	11.82	4.11	11	12.13	2.98	8	
Reading	21.00	5.89	11	25.38	4.50	8	
Concepts	12.73	5.05	11	12.60	2.94	10	
Problem Solving	7.91	5.07	11	6.60	1.56	10	
POSTTEST: May 1970 Adjusted*							
Iowa Test Bas. Skills							
Vocabulary	17.89	5.60	11	15.65	5.60	8	N S
Reading	34.52	7.02	11	29.42	7.02	8	N S
Concepts	18.12	5.48	11	15.27	5.48	10	N S
Problem Solving	11.83	3.94	11	9.59	3.94	10	N S
Year 1968-69							
Attendance	11.67	8.08	9	11.13	9.91	8	N S
Social Growth	2.67	.82	9	2.89	.74	9	N S
Work Habits	2.78	.63	9	3.22	1.31	9	N S
Year 1969-70							
Attendance	12.71	9.32	7	12.50	13.39	10	N S
Social Growth	3.86	.99	7	2.80	.98	10	N S
Work Habits	2.86	1.12	7	3.00	.63	10	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. INTEGRATION-OUT
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Segregation (Exp)			Integration-Out			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	53.93	11.09	15	55.67	12.87	18	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	16.07	5.57	14	21.28	4.48	18	Sig
Reading	15.57	4.79	14	19.56	5.56	18	Sig
Computation	11.53	3.12	15	12.88	3.08	17	N S
Problem Solving	10.47	3.98	15	13.47	3.94	17	Sig
Concepts	9.86	4.61	14	12.76	3.39	17	N S
Year 1968-69							
Attendance	5.00	2.33	7	8.75	1.30	4	Sig
Social Growth	3.00	.89	10	2.75	.83	4	N S
Work Habits	2.70	.90	10	2.50	.50	4	N S
Year 1969-70							
Attendance	11.47	9.57	15	10.61	5.74	18	N S
Social Growth	2.53	.72	15	3.06	.85	18	N S
Work Habits	2.87	1.15	15	2.89	1.15	18	N S

COMPARISON OF
INTEGRATION-OUT vs. SEGREGATION (EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Integration-Out			Segregation (Exp)			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
NYS El.Sch,Gr.3,Fm.A							
Word Recognition	15.83	5.40	12	14.70	5.64	10	
Reading	13.08	6.38	12	9.90	5.41	10	
Problem Solving	6.25	2.52	12	5.82	3.04	11	
Concepts	8.42	2.78	12	6.91	2.87	11	
POSTTEST: May 1970 Adjusted*							
Iowa Test Bas. Skills							
Vocabulary	22.23	8.18	12	18.73	8.18	10	N S
Reading	30.36	9.48	12	32.67	9.48	10	N S
Problem Solving	15.74	6.44	12	15.65	6.44	11	N S
Concepts	7.85	3.32	12	7.89	3.32	11	N S
Year 1968-69							
Attendance	7.75	5.97	4	2.50	1.96	10	Sig
Social Growth	3.00	1.22	4	2.00	1.18	10	N S
Work Habits	3.00	1.22	4	2.30	1.10	10	N S
Year 1969-70							
Attendance	13.92	10.54	12	9.55	7.00	11	N S
Social Growth	3.33	.94	12	3.55	.78	11	N S
Work Habits	3.33	1.03	12	3.00	1.13	11	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. INTEGRATION-OUT
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE SIX

Test and Date	Segregation (Exp)			Integration-Out			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
Iowa Test Bas. Skills							
Vocabulary	9.38	4.05	26	10.92	4.18	13	
Reading	21.62	8.09	26	19.15	6.00	13	
Concepts	11.80	4.75	25	9.69	2.55	13	
Problem Solving	7.24	3.98	25	6.31	1.64	13	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch, Gr.6,Fm.B							
Word Recognition	16.50	5.85	26	13.09	5.85	13	N S
Reading	19.98	6.44	26	21.26	6.44	13	N S
Concepts	7.43	2.99	25	7.25	2.99	13	N S
Problem Solving	10.26	4.04	25	8.12	4.04	13	N S
Year 1968-69							
Attendance	4.33	5.54	9	6.33	4.06	9	N S
Social Growth	2.44	.83	9	2.89	.31	9	N S
Work Habits	2.44	1.07	9	2.89	.57	9	N S
Year 1969-70							
Attendance	10.46	10.92	26	13.13	12.74	8	N S
Social Growth	3.00	.78	26	2.88	.93	8	N S
Work Habits	3.19	.92	26	3.50	1.22	8	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
SEGREGATION (CONTROL SCHOOL) vs. INTEGRATION-OUT
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Segregation (Con)			Integration-Out			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	49.59	15.67	41	55.67	12.87	18	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	16.30	5.46	41	20.82	5.46	18	Sig
Reading	13.98	4.58	41	18.88	4.58	18	Sig
Computation	10.57	3.36	38	12.55	3.36	17	Sig
Problem Solving	8.85	3.94	37	13.20	3.94	17	Sig
Concepts	7.55	3.84	37	12.39	3.84	17	Sig
Year 1968-69							
Attendance	12.00	5.35	3	8.75	1.30	4	N S
Social Growth	2.33	.94	3	2.75	.83	4	N S
Work Habits	2.67	.94	3	2.50	.50	4	N S
Year 1969-70							
Attendance	11.27	12.68	41	10.61	5.74	18	N S
Social Growth	2.65	.82	40	3.06	.85	18	N S
Work Habits	2.63	.83	40	2.89	1.15	18	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
INTEGRATION-OUT vs. SEGREGATION (CONTROL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Integration-Out			Segregation (Con)			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	15.83	5.40	12	12.94	5.36	36	
Reading	13.08	6.38	12	10.86	3.87	36	
Problem Solving	6.25	2.52	12	5.44	2.35	36	
Concepts	8.42	2.78	12	7.23	3.80	35	
POSTTEST: May 1970 Adjusted*							
Iowa Test Bas. Skills							
Vocabulary	21.34	6.84	12	16.36	6.84	36	Sig
Reading	29.66	6.98	12	27.81	6.98	36	N S
Problem Solving	15.68	5.94	12	15.66	5.94	36	N S
Concepts	7.68	4.86	12	10.68	4.86	35	N S
Year 1969-70							
Attendance	13.92	10.54	12	10.72	10.93	36	N S
Social Growth	3.33	.94	12	2.39	.83	36	Sig
Work Habits	3.33	1.03	12	2.39	.98	36	Sig

* Covariance adjusted posttest means for each corresponding pretest variable

APPENDIX G

QUESTION SEVEN

HOW DOES THE ACHIEVEMENT OF BLACK PUPILS IN RACIALLY INTEGRATED CLASSES IN AN INNER CITY SCHOOL COMPARE WITH THAT OF

> WHITE PUPILS IN THE SAME INTEGRATED SETTING
>
> BLACK PUPILS IN THE SAME SETTING WHO HAD ONE YEAR OF INTEGRATION SUCCEEDING PRIOR SEGREGATED SCHOOL EXPERIENCES AND
>
> WHITE PUPILS WHO ATTENDED THEIR OWN NEIGHBORHOOD SCHOOLS?

COMPARISON OF
INTEGRATION-IN (WHITE)* vs. INTEGRATION-IN (BLACK)*
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Integration-In (W)*			Integration-In (B)*			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	60.20	11.27	10	61.14	11.53	14	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	19.80	4.38	10	21.43	3.31	14	N S
Reading	19.10	5.86	10	19.93	4.43	14	N S
Computation	13.40	1.62	10	13.69	1.38	13	N S
Problem Solving	15.00	3.66	10	13.62	1.98	13	N S
Concepts	12.90	5.82	10	13.31	3.07	13	N S
Year 1968-69							
Attendance	2.00	1.41	3	9.42	5.69	12	N S
Social Growth	2.67	.94	3	2.33	1.03	12	N S
Work Habits	2.00	.82	3	1.83	1.07	12	N S
Year 1969-70							
Attendance	7.80	3.71	10	15.07	15.45	14	N S
Social Growth	2.80	1.17	10	2.64	1.04	14	N S
Work Habits	2.90	1.22	10	2.86	1.12	14	N S

* A subgroup selected specifically for matching purposes and thus not representative of the total Grade Three sample used elsewhere

COMPARISON OF
INTEGRATION-IN (BLACK) vs. INTEGRATION-IN (WHITE)
THREE YEAR PARTICIPANTS - GRADE FOUR

Test and Date	Integration-In (B)			Integration-In (W)			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
Met. Ach. Pr.II, Fm.A							
Word Knowledge	15.67	8.01	15	16.41	7.02	17	N S
Reading	17.13	12.24	15	17.24	10.87	17	N S
Problem Solving	17.93	5.26	15	15.56	8.95	18	N S
Computation	9.27	3.40	15	11.17	4.15	18	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	19.21	8.65	14	26.18	10.18	17	N S
Reading	28.67	9.11	15	40.67	16.66	18	Sig
Concepts	16.13	3.79	15	24.11	8.17	18	Sig
Problem Solving	10.67	4.25	15	15.28	5.93	18	Sig
Year 1968-69							
Attendance	3.75	2.05	8	4.50	3.46	16	N S
Social Growth	2.75	1.09	8	2.25	.90	16	N S
Work Habits	2.63	.86	8	2.38	.78	16	N S
Year 1969-70							
Attendance	6.50	5.15	14	11.72	6.18	18	Sig
Social Growth	2.43	.90	14	2.39	.95	18	N S
Work Habits	2.93	1.10	14	2.44	1.38	18	N S

COMPARISON OF
INTEGRATION-IN (BLACK)* vs. INTEGRATION-IN (WHITE)*
THREE YEAR PARTICIPANTS - GRADE SIX

Test and Date	Integration-In (B)*			Integration-In (W)*			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
Iowa Test Bas. Skills							
Vocabulary	19.54	6.20	13	18.58	8.30	12	N S
Reading	35.46	9.42	13	35.33	9.84	12	N S
Concepts	14.54	5.51	13	16.42	6.53	12	N S
Problem Solving	12.08	4.03	13	12.58	4.33	12	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.6,Fm.B							
Word Recognition	22.15	4.74	13	22.92	5.88	12	N S
Reading	26.08	5.38	13	28.33	5.75	12	N S
Computation	14.92	3.38	13	13.92	3.43	12	N S
Problem Solving	12.15	4.00	13	13.58	4.01	12	N S
Concepts	10.54	2.17	13	12.08	3.88	12	N S
Year 1968-69							
Attendance	3.45	2.23	11	3.89	3.07	9	N S
Social Growth	2.09	1.08	11	2.11	.74	9	N S
Work Habits	1.45	.66	11	2.00	.82	9	N S
Year 1969-70							
Attendance	5.00	6.30	13	11.42	7.63	12	Sig
Social Growth	2.92	1.14	13	2.33	1.11	12	N S
Work Habits	2.54	1.22	13	2.42	1.38	12	N S

* A subgroup selected specifically for matching purposes and thus not representative of the total Grade Six sample used elsewhere

COMPARISON OF
INTEGRATION-IN vs. TWO YEARS SEGREGATION FOLLOWED BY
ONE YEAR INTEGRATION-IN (SSI; EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Integration-In			SSI (Exp)			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	57.35	13.91	17	60.74	15.89	19	
POSTTEST: May 1970 Adjusted*							
NYS El Sch, Gr.3,Fm.B							
Word Recognition	21.38	4.03	17	21.56	4.03	19	N S
Reading	19.60	3.78	17	20.51	3.78	19	N S
Computation	13.32	1.51	16	14.26	1.51	19	N S
Problem Solving	13.37	2.82	16	13.06	2.82	19	N S
Concepts	13.48	2.74	16	12.49	2.74	19	N S
Year 1968-69							
Attendance	9.57	6.00	14	5.46	4.89	11	N S
Social Growth	2.29	1.03	14	2.09	1.08	11	N S
Work Habits	1.93	1.16	14	2.18	1.11	11	N S
Year 1969-70							
Attendance	14.88	14.85	17	7.63	5.47	19	N S
Social Growth	2.71	1.02	17	2.47	.88	19	N S
Work Habits	2.82	1.10	17	3.00	.92	19	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
INTEGRATION-IN vs. TWO YEARS SEGREGATION FOLLOWED BY ONE YEAR INTEGRATION-IN (SSI; EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Integration-In			SSI (Exp)			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	14.00	4.56	15	15.33	4.74	9	N S
Reading	11.60	4.50	15	11.33	3.37	9	N S
Computation	8.47	2.19	15	6.80	3.52	10	N S
Problem Solving	7.93	2.62	15	6.70	4.05	10	N S
Concepts	5.47	2.83	15	4.50	2.38	10	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	19.07	8.94	15	22.50	8.08	10	N S
Reading	35.60	13.27	15	38.20	12.55	10	N S
Concepts	17.86	7.24	14	19.10	8.04	10	N S
Problem Solving	11.00	4.94	14	13.20	4.19	10	N S
Year 1968-69							
Attendance	2.60	2.62	10	3.75	3.03	8	N S
Social Growth	2.90	1.04	10	2.13	.93	8	N S
Work Habits	3.00	.45	10	2.50	1.00	8	N S
Year 1969-70							
Attendance	7.07	7.91	15	7.00	6.10	10	N S
Social Growth	2.33	.79	15	2.40	.66	10	N S
Work Habits	2.13	.81	15	2.90	.70	10	Sig

COMPARISON OF
INTEGRATION-OUT (WHITE)* vs. INTEGRATION-IN (BLACK)*
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Integration-Out(W)*			Integration-In (B)*			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	64.00	8.03	12	61.14	11.53	14	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	21.58	3.25	12	21.43	3.31	14	N S
Reading	21.25	4.53	12	19.93	4.43	14	N S
Computation	13.92	.76	12	13.69	1.38	13	N S
Problem Solving	15.42	2.96	12	13.62	1.98	13	N S
Concepts	15.50	1.76	12	13.31	3.07	13	Sig
Year 1968-69							
Attendance	4.17	2.11	6	9.42	5.69	12	N S
Social Growth	2.17	.69	6	2.33	1.03	12	N S
Work Habits	2.00	.58	6	1.83	1.07	12	N S
Year 1969-70							
Attendance	9.42	6.38	12	15.07	15.45	14	N S
Social Growth	1.92	.64	12	2.64	1.04	14	N S
Work Habits	2.25	.92	12	2.86	1.12	14	N S

* A subgroup selected specifically for matching purposes and thus not representative of the total Grade Three sample used elsewhere

COMPARISON OF
INTEGRATION-IN (BLACK) vs. INTEGRATION-OUT (WHITE)
THREE YEAR PARTICIPANTS - GRADE FOUR

Test and Date	Integration-In (B)			Integration-Out (W)			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
Met.Ach. Pr.II,Fm.A							
Word Knowledge	16.36	7.85	14	21.70	10.22	10	
Reading	17.13	12.24	15	29.20	14.88	10	
Problem Solving	17.93	5.26	15	24.80	7.10	10	
POSTTEST: May 1970 Adjusted*							
Iowa Test Bas.Skills							
Vocabulary	19.93	7.79	14	27.70	7.79	14	Sig
Reading	31.47	8.00	15	40.39	8.00	10	Sig
Problem Solving	11.90	4.84	15	14.55	4.84	10	N S
Year 1968-69							
Attendance	3.75	2.05	8	3.22	2.48	9	N S
Social Growth	2.75	1.09	8	1.78	.63	9	Sig
Work Habits	2.63	.86	8	1.78	.79	9	N S
Year 1969-70							
Attendance	6.50	5.15	14	9.60	9.96	10	N S
Social Growth	2.43	.90	14	1.90	.70	10	N S
Work Habits	2.93	1.10	14	1.80	.87	10	Sig

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
INTEGRATION-IN (BLACK)* vs. INTEGRATION-OUT (WHITE)*
THREE YEAR PARTICIPANTS - GRADE SIX

Test and Date	Integration-In(B)*			Integration-Out(W)*			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
Iowa Test Bas. Skills							
Vocabulary	19.54	6.20	13	22.17	9.14	12	N S
Reading	35.46	9.42	13	37.33	9.72	12	N S
Concepts	14.54	5.51	13	19.00	4.38	12	Sig
Problem Solving	12.08	4.03	13	13.92	4.63	12	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.6,Fm.B							
Word Recognition	22.15	4.74	13	25.18	4.65	11	N S
Reading	26.08	5.38	13	27.18	6.71	11	N S
Computation	14.92	3.38	13	16.58	2.84	12	N S
Problem Solving	12.15	4.00	13	14.83	2.94	12	N S
Concepts	10.54	2.17	13	13.17	4.08	12	N S
Year 1968-69							
Attendance	3.45	2.23	11	2.88	2.32	8	N S
Social Growth	2.09	1.08	11	1.33	.47	9	N S
Work Habits	1.45	.66	11	1.78	.79	9	N S
Year 1969-70							
Attendance	5.00	6.30	13	8.50	3.99	12	N S
Social Growth	2.92	1.14	13	2.00	1.15	12	N S
Work Habits	2.54	1.22	13	2.08	1.11	12	N S

* A subgroup selected specifically for matching purposes and thus not representative of the total Grade Six sample used elsewhere

APPENDIX H

QUESTION EIGHT

HOW DOES THE ACHIEVEMENT OF BLACK PUPILS, SEGREGATED IN AN INNER CITY SCHOOL WHICH HAS SPECIALLY FUNDED REMEDIAL AND ENRICHMENT SERVICES ALONG WITH PURPOSEFULLY INTEGRATED CLASSES, COMPARE WITH THAT OF BLACK PUPILS IN SEGREGATED CLASSES OF SIMILAR SIZE AND HAVING REMEDIAL SERVICES, BUT FEWER SPECIALLY FUNDED ENRICHMENT EXPERIENCES AND RELATIVELY NO INTEGRATED OPPORTUNITIES?

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. SEGREGATION (CONTROL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Segregation (Exp)			Segregation (Con)			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	53.93	11.09	15	50.24	16.04	42	N S
POSTTEST: May 1970							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	16.07	5.57	14	16.10	5.65	41	N S
Reading	15.57	4.78	14	13.68	4.22	41	N S
Computation	11.53	3.12	15	10.42	3.84	38	N S
Problem Solving	10.47	3.98	15	8.73	3.54	37	N S
Concepts	9.86	4.61	14	7.38	3.86	37	N S
Year 1968-69							
Attendance	5.00	2.33	7	12.00	5.35	3	Sig
Social Growth	3.00	.89	10	2.33	.94	3	N S
Work Habits	2.70	.90	10	2.67	.94	3	N S
Year 1969-70							
Attendance	11.47	9.57	15	11.27	12.67	41	N S
Social Growth	2.53	.72	15	2.65	.82	40	N S
Work Habits	2.87	1.15	15	2.63	.83	40	N S

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. SEGREGATION (CONTROL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Segregation (Exp)			Segregation (Con)			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	14.45	5.43	11	12.94	5.36	36	N S
Reading	9.32	5.17	11	10.86	3.87	36	N S
Computation	5.55	3.39	11	5.69	3.21	36	N S
Problem Solving	6.91	2.87	11	7.22	3.74	36	N S
Concepts	5.82	3.04	11	5.44	2.35	36	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	18.40	4.67	10	15.97	5.41	36	N S
Reading	29.90	13.39	10	26.81	9.88	36	N S
Concepts	15.36	7.93	11	15.56	5.81	36	N S
Problem Solving	7.36	4.35	11	10.46	5.92	35	N S
Year 1969-70							
Attendance	9.55	7.00	11	10.72	10.93	36	N S
Social Growth	3.55	.78	11	2.39	.83	36	Sig
Work Habits	3.00	1.13	11	2.39	.98	36	N S

APPENDIX I

QUESTION NINE

HOW DOES THE ACHIEVEMENT OF BLACK PUPILS HAVING TWO YEARS OF SEGREGATION AND ONE YEAR OF INTEGRATION IN AN INNER CITY SCHOOL WHICH HAS SPECIALLY FUNDED REMEDIAL AND ENRICHMENT SERVICES ALONG WITH INTEGRATED CLASSES COMPARE WITH THAT OF

> BLACK SEGREGATED PUPILS IN THE SAME SCHOOL AND
>
> BLACK PUPILS IN ANOTHER SCHOOL IN SEGREGATED CLASSES OF SIMILAR SIZE AND HAVING REMEDIAL SERVICES, BUT FEWER SPECIALLY FUNDED ENRICHMENT EXPERIENCES AND RELATIVELY NO INTEGRATED OPPORTUNITIES?

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. TWO YEARS SEGREGATION
FOLLOWED BY ONE YEAR INTEGRATION-IN (SSI; EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
TWO YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Segregation (Exp)			SSI (Exp)			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1968							
Iowa Test Bas. Skills							
Vocabulary	11.82	4.11	11	16.29	3.92	7	Sig
Reading	21.00	5.89	11	23.63	8.15	8	N S
Concepts	12.73	5.05	11	10.67	2.26	9	N S
Problem Solving	7.91	5.07	11	8.44	4.17	9	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	17.91	5.65	11	20.56	6.31	9	N S
Reading	33.45	8.00	11	32.22	9.80	9	N S
Concepts	18.18	7.74	11	17.78	5.71	9	N S
Problem Solving	12.00	4.39	11	11.43	6.82	7	N S
Year 1968-69							
Attendance	11.67	8.08	9	20.50	12.09	4	N S
Social Growth	2.67	.82	9	3.00	1.22	4	N S
Work Habits	2.78	.63	9	3.00	1.41	4	N S
Year 1969-70							
Attendance	12.71	9.32	7	18.78	22.84	9	N S
Social Growth	3.86	.99	7	2.89	.99	9	N S
Work Habits	2.86	1.12	7	3.22	.92	9	N S

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. TWO YEARS SEGREGATION FOLLOWED BY ONE YEAR INTEGRATION-IN (SSI; EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Segregation (Exp)			SSI (Exp)			t or F
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
N.Y.S. Readiness	53.64	11.42	14	60.74	15.89	19	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	15.93	5.65	14	21.69	5.65	19	Sig
Reading	15.87	4.79	14	20.52	4.79	19	Sig
Computation	11.70	2.37	15	14.18	2.37	19	Sig
Problem Solving	10.79	3.67	15	12.96	3.67	19	N S
Concepts	9.97	3.81	14	12.49	3.81	19	N S
Year 1968-69							
Attendance	5.00	2.33	7	5.45	4.89	11	N S
Social Growth	3.00	.89	10	2.09	1.08	11	N S
Work Habits	2.70	.90	10	2.18	1.11	11	N S
Year 1969-70							
Attendance	11.47	9.57	15	7.63	5.47	19	N S
Social Growth	2.53	.72	15	2.47	.88	19	N S
Work Habits	2.87	1.15	15	3.00	.92	19	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
SEGREGATION (EXPERIMENTAL SCHOOL) vs. TWO YEARS SEGREGATION FOLLOWED BY ONE YEAR INTEGRATION-IN (SSI; EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Segregation (Exp)			SSI (Exp)			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	14.45	5.43	11	15.33	4.74	9	N S
Reading	9.82	5.17	11	11.33	3.37	9	N S
Computation	5.55	3.39	11	6.80	3.52	10	N S
Problem Solving	6.91	2.87	11	6.70	4.05	10	N S
Concepts	5.82	3.04	11	4.50	2.38	10	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	18.40	4.67	10	22.50	8.08	10	N S
Reading	29.90	13.39	10	38.20	12.55	10	N S
Concepts	15.36	7.93	11	19.10	8.04	10	N S
Problem Solving	7.36	4.35	11	13.20	4.19	10	Sig
Year 1968-69							
Attendance	2.50	1.96	10	3.75	3.03	8	N S
Social Growth	2.00	1.18	10	2.13	.93	8	N S
Work Habits	2.30	1.10	10	2.50	1.00	8	N S
Year 1969-70							
Attendance	9.55	7.00	11	7.00	6.10	10	N S
Social Growth	3.55	.78	11	2.40	.66	10	Sig
Work Habits	3.00	1.13	11	2.90	.70	10	N S

COMPARISON OF
SEGREGATION (CONTROL SCHOOL) vs. TWO YEARS SEGREGATION FOLLOWED BY ONE YEAR INTEGRATION-IN (SSI; EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE THREE

Test and Date	Segregation (Con)			SSI (Exp)			
	Mean	St Dev	N	Mean	St Dev	N	t or F
PRETEST: Sept. 1967							
N.Y.S. Readiness	49.59	15.67	41	60.74	15.89	19	
POSTTEST: May 1970 Adjusted*							
NYS El.Sch, Gr.3,Fm.B							
Word Recognition	16.27	5.68	41	21.20	5.68	19	Sig
Reading	14.14	4.41	41	19.76	4.41	19	Sig
Computation	10.69	3.22	38	13.79	3.22	19	Sig
Problem Solving	8.97	3.73	37	12.74	3.73	19	Sig
Concepts	7.69	3.71	37	11.97	3.71	19	Sig
Year 1968-69							
Attendance	12.00	5.35	3	5.45	4.89	11	N S
Social Growth	2.33	.94	3	2.09	1.08	11	N S
Work Habits	2.67	.94	3	2.18	1.11	11	N S
Year 1969-70							
Attendance	11.27	12.67	41	7.63	5.47	19	N S
Social Growth	2.65	.82	40	2.47	.88	19	N S
Work Habits	2.63	.83	40	3.00	.92	19	N S

* Covariance adjusted posttest means for each corresponding pretest variable

COMPARISON OF
SEGREGATION (CONTROL SCHOOL) vs. TWO YEARS SEGREGATION
FOLLOWED BY ONE YEAR INTEGRATION-IN (SSI; EXPERIMENTAL SCHOOL)
(BLACK PUPILS)
THREE YEAR PARTICIPANTS - GRADE FIVE

Test and Date	Segregation (Con)			SSI (Exp)			t
	Mean	St Dev	N	Mean	St Dev	N	
PRETEST: Sept. 1967							
NYS El.Sch, Gr.3,Fm.A							
Word Recognition	12.94	5.36	36	15.33	4.74	9	N S
Reading	10.86	3.87	36	11.33	3.37	9	N S
Computation	5.69	3.21	36	6.80	3.52	10	N S
Problem Solving	7.22	3.74	36	6.70	4.05	10	N S
Concepts	5.44	2.35	36	4.50	2.38	10	N S
POSTTEST: May 1970							
Iowa Test Bas. Skills							
Vocabulary	15.97	5.41	36	22.50	8.08	10	Sig
Reading	26.81	9.88	36	38.20	12.55	10	Sig
Concepts	15.56	5.81	36	19.10	8.04	10	N S
Problem Solving	10.46	5.92	35	13.20	4.19	10	N S
Year 1969-70							
Attendance	10.72	10.93	36	7.00	6.10	10	N S
Social Growth	2.39	.83	36	2.40	.66	10	N S
Work Habits	2.39	.98	36	2.90	.70	10	N S

APPENDIX J

COMPARISONS AND ANALYSES USING NEW YORK STATE PUPIL EVALUATION PROGRAM RESULTS GRADE 1-3 (1967-69); GRADE 3-6 (1066-69)

CODE:

A - EXPERIMENTAL SCHOOL
B - COMPENSATORY SCHOOL
C - SEGREGATED CONTROL SCHOOL
C-1 - SEGREGATED CONTROL SCHOOL - CHECK 1
C-2 - SEGREGATED CONTROL SCHOOL - CHECK 2
D - EIGHT OUTER CITY SCHOOLS (COMBINED)

TABLE 1

COMPARISONS AMONG COMPONENT SCHOOLS FOR TWO AND THREE YEAR PARTICIPANTS HAVING COMPLETE NYSPEP DATA

Descriptive Element	NYSPEP Percentile Scores						t
	Comparee 1			Comparee 2			
	Mean	St.Dev	N	Mean	St.Dev	N	
PRETEST: GR. 1 ('67)							
Sch. A vs. Sch. B	52.18	26.20	60	28.15	18.73	40	Sig
Sch. A vs. Sch. C	52.18	26.20	60	33.98	22.89	44	Sig
Sch. B vs. Sch. C	28.15	18.73	40	33.98	22.89	44	NS
POSTTEST: GR. 3 ('69)							
Sch. A vs. Sch. B							
Reading	50.62	27.95	60	41.15	19.85	39	NS
Math	43.43	26.26	60	37.38	20.69	40	NS
Sch. A vs. Sch. C							
Reading	50.62	27.95	60	22.03	15.75	39	Sig
Math	43.43	26.26	60	13.05	10.13	43	Sig
Sch. B vs. Sch. C							
Reading	41.15	19.85	39	22.03	15.74	39	Sig
Math	37.38	20.69	40	13.05	10.13	43	Sig
PRETEST: GR. 3 ('66)							
Sch. A vs. Sch. C							
Reading	45.23	24.90	43	35.35	19.94	31	NS
Math	42.79	21.97	43	25.65	13.65	31	Sig
POSTTEST: GR. 6 ('69)							
Sch. A vs. Sch. C							
Reading	37.13	19.04	40	26.67	19.53	30	Sig
Math	35.40	24.23	40	16.53	11.53	30	Sig

NOTE: For code interpretation see title page for Appendix J

TABLE 2

COMPARISON WITHIN COMPONENT SCHOOLS FOR TWO AND THREE YEAR PARTICIPANTS HAVING COMPLETE NYSPEP DATA

Descriptive Element	NYSPEP Percentile Scores						
	Comparee 1-Pre			Comparee 2-Post			
	Mean	St.Dev	N	Mean	St.Dev	N	t
GRADE 1 ('67) VS. GRADE 3 ('69)							
School A							
Readiness vs. Rdg.	52.18	26.20	60	50.62	27.95	60	NS
Readiness vs. Math	52.18	26.20	60	43.43	26.26	60	Sig
School B							
Readiness vs. Rdg.	28.36	18.93	39	41.15	19.85	39	Sig
Readiness vs. Math	28.36	18.93	39	37.50	20.93	39	Sig
School C							
Readiness vs. Rdg.	35.53	23.99	38	22.47	15.69	38	Sig
Readiness vs. Math	35.53	23.99	38	13.68	10.35	38	Sig
GRADE 3 ('66) VS. GRADE 6 ('69)							
School A							
Reading vs. Reading	44.50	25.16	40	37.13	19.04	40	Sig
Arithmetic vs. Math	42.50	22.18	40	35.40	24.23	40	Sig
School C							
Reading vs. Reading	34.87	20.09	30	26.67	19.53	30	Sig
Arithmetic vs. Math	25.17	13.61	30	16.53	11.53	30	Sig

NOTE: For code identification see title page for Appendix J

TABLE 3

COMPARISONS WITHIN THE COMBINED OUTER CITY SCHOOLS (N=8) FOR TWO AND THREE YEAR PARTICIPANTS HAVING COMPLETE NYSPEP DATA

Descriptive Element	NYSPEP Percentile Scores						t
	Comparee 1-Pre			Comparee 2-Post			
	Mean	St.Dev	N	Mean	St.Dev	N	
GRADE 1 ('67) VS. GRADE 3 ('69)							
Readiness vs. Rdg.	58.59	25.76	338	56.63	27.96	358	NS
Readiness vs. Math	58.59	27.76	338	49.59	27.17	338	Sig
GRADE 3 ('66) VS. GRADE 6 ('69)							
Reading vs. Reading	56.55	24.68	300	50.73	27.82	300	Sig
Arithmetic vs. Math	50.33	19.84	313	43.41	23.65	313	Sig

NOTE: For code identification see title page for Appendix J

TABLE 4

COMPARISONS AMONG CONTROL AND CONTROL CHECK SCHOOLS FOR TWO AND THREE YEAR PARTICIPANTS HAVING COMPLETE NYSPEP DATA

Descriptive Element	NYSPEP Percentile Scores						t
	Comparee 1			Comparee 2			
	Mean	St.Dev	N	Mean	St.Dev	N	
PRETEST: GR. 1 ('67)							
Sch. C vs. Sch. C-1	33.98	22.89	44	29.39	18.53	80	NS
Sch. C vs. Sch. C-2	33.98	22.89	44	31.47	20.33	55	NS
Sch. C-1 vs. Sch. C-2	29.39	18.53	80	31.47	20.33	55	NS
POSTTEST: GR. 3 ('69)							
Sch. C vs. Sch. C-1							
Reading	22.03	15.74	39	17.19	13.91	75	NS
Math	13.05	10.13	42	20.96	15.05	70	Sig
Sch. C vs. Sch. C-2							
Reading	22.03	15.74	39	24.71	21.35	51	NS
Math	13.05	10.13	43	19.28	17.56	54	Sig
Sch. C-1 vs. Sch. C-2							
Reading	17.19	13.91	75	24.71	21.35	51	Sig
Math	20.96	15.05	70	19.28	17.56	54	NS
PRETEST: GR. 3 ('66)							
Sch. C vs. Sch. C-1							
Reading	35.35	19.94	31	24.25	18.88	72	Sig
Arithmetic	25.65	13.65	31	20.56	15.57	72	NS
Sch. C vs. Sch. C-2							
Reading	35.35	19.94	31	24.67	21.83	46	Sig
Arithmetic	25.65	13.65	31	23.15	17.24	46	NS
Sch. C-1 vs. Sch. C-2							
Reading	24.25	18.88	72	24.67	21.83	46	NS
Arithmetic	20.56	15.57	72	23.15	17.24	46	NS
POSTTEST: GR. 6 ('69)							
Sch. C vs. Sch. C-1							
Reading	26.67	19.53	30	22.16	20.81	68	NS
Math	16.53	11.53	30	20.26	15.54	66	NS
Sch. C vs. Sch. C-2							
Reading	26.67	19.53	30	21.17	19.51	42	NS
Math	16.53	11.53	30	14.61	10.12	44	NS
Sch. C-1 vs. Sch. C-2							
Reading	22.16	20.81	68	21.17	19.51	42	NS
Math	20.26	15.54	66	14.61	10.12	44	Sig

NOTE: For code identification see title page for Appendix J

TABLE 5

COMPARISONS WITHIN CONTROL AND CONTROL CHECK SCHOOLS FOR TWO AND THREE YEAR PARTICIPANTS HAVING COMPLETE NYSPEP DATA

Descriptive Element	NYSPEP Percentile Scores						t
	Comparee 1-Pre			Comparee 2-Post			
	Mean	St.Dev	N	Mean	St.Dev	N	
GRADE 1 ('67) VS. GRADE 3 ('69)							
School C-1							
Readiness vs. Rdg.	31.02	19.40	65	18.20	14.35	65	Sig
Readiness vs. Arith.	31.02	19.40	65	21.09	15.29	65	Sig
School C-2							
Readiness vs. Rdg.	31.52	20.38	51	24.71	21.35	51	NS
Readiness vs. Arith.	31.52	20.38	51	19.30	17.21	51	Sig
GRADE 3 ('66) VS. GRADE 6 ('69)							
School C-1							
Reading vs. Reading	24.79	19.19	68	22.16	20.81	68	NS
Arithmetic vs. Math	20.38	15.34	66	20.26	15.54	66	NS
School C-2							
Reading vs. Reading	25.57	22.44	42	21.17	19.51	42	Sig
Arithmetic vs. Math	23.52	17.51	44	14.61	10.12	44	Sig

NOTE: For code identification see title page for Appendix J

TABLE 6

COMPARISONS AMONG COMPONENT AND CONTROL CHECK SCHOOLS FOR TWO AND THREE YEAR PARTICIPANTS HAVING COMPLETE NYSPEP DATA

Descriptive Element	NYSPEP Percentile Scores						
	Comparee 1			Comparee 2			
	Mean	St.Dev	N	Mean	St.Dev	N	t
PRETEST: GR. 1 ('69)							
Sch. A vs. Sch. C-1	52.18	26.19	60	29.38	18.52	50	Sig
Sch. A vs. Sch. C-2	52.18	26.19	60	31.47	20.33	55	Sig
POSTTEST: GR. 3 ('69)							
Sch. A vs. Sch. C-1							
Reading	50.61	27.95	60	17.15	13.91	75	Sig
Math	43.43	26.26	60	20.95	15.05	70	Sig
Sch. A vs. Sch. C-2							
Reading	50.61	27.95	60	24.70	21.35	51	Sig
Math	43.43	26.26	60	19.27	17.55	54	Sig
PRETEST: GR. 3 ('66)							
Sch. A vs. Sch. C-1							
Reading	45.23	24.90	43	24.25	18.88	72	Sig
Math	42.79	21.96	43	20.55	15.56	72	Sig
Sch. A vs. Sch. C-2							
Reading	45.23	24.90	43	24.67	21.83	46	Sig
Math	42.79	21.96	43	23.15	17.23	46	Sig
POSTTEST: GR. 6 ('69)							
Sch. A vs. Sch. C-1							
Reading	37.12	19.04	40	22.16	20.80	68	Sig
Math	35.40	24.23	40	22.98	27.03	66	Sig
Sch. A vs. Sch. C-2							
Reading	37.12	19.04	40	21.16	19.51	42	Sig
Math	35.40	24.23	40	14.61	10.12	44	Sig

NOTE: For code identification see title page for Appendix J

Appendix 2

LETTERS AND ARTICLES

FROM EUGENE TeSELLE, NASHVILLE, TENN.

VANDERBILT UNIVERSITY,
Nashville, Tenn., October 4, 1971.

Senator WALTER MONDALE,
Chairman, Select Committee on Equal Educational Opportunity,
U.S. Senate, Washington, D.C.

DEAR SENATOR MONDALE: The many of us in Metropolitan Nashville-Davidson County who have been working for integrated schools would like to add our support to Dr. Elbert Brooks' plea before your committee for Federal funds for the purchase of school buses. You and your committee are doubtless aware of the attempt of many politicians—from President Nixon to our own Mayor Briley—to create chaos and thereby nullify court-ordered integration plans by refusing to supply the money needed for buses, and we hope that the Congress can fill this need.

Being somewhat doubtful that Dr. Brooks will make two points with sufficient forcefulness, permit me to reinforce them.

First, we are gratified at the successful carrying out of integration this fall, despite some official sabotage; indeed, the integration process has stimulated teachers, pupils, and parents to rise to new levels of imagination, effort, and plain flexibility. We hope that your committee will not give heed to rumors of chaos or hardship. At most there has been a certain amount of inconvenience due to the shortage of buses, demanding staggered hours of opening and closing—but it should be noted that, because of the details of the HEW-prepared plan, the major burden of inconvenience has been borne by black students, far out of proportion to their numbers.

Second, we feel that we have a workable plan (thanks to HEW's efforts in the few months during which it was allowed to follow the guidelines laid down in *Swann*). It is not as comprehensive as we would have liked, but we hope that yearly readjustments will be made in the direction of greater equity. Our local television stations have habitually spoken of "one-half" of the school children being bused, and we are filing complaints about this with the FCC, pointing out that 35,000 pupils, one-third of those in the system, were already being bused for other reasons and that only 15,000 were added by the court's integration order. What we and other school systems need is not "massive" assistance, but quite modest aid to overcome the hesitation of nervous politicians to appropriate funds to purchase buses for the sake of furthering school integration.

Sincerely yours,

EUGENE TESELLE.

FROM DONALD MORRISON, PRESIDENT, NEA

NATIONAL EDUCATION ASSOCIATION,
OFFICE OF THE PRESIDENT,
October 4, 1971.

Hon. WALTER F. MONDALE,
Chairman, Senate Select Committee on Equal Educational Opportunity, Old Senate Office Building Annex, Washington, D.C.

DEAR SENATOR MONDALE: The current controversy over school busing is surprising to those of use who have devoted our lives to public education. The school bus has been a major factor in improving the educational opportunity of hundreds of millions of American children during the last half century. In 1968–69 alone, 18,467,944 children were bused over 100 million miles for the purpose of attending schools which could offer them a better and broader educational program than that available in the one-room schools of earlier days.

While busing was first developed to bring rural farm children into consolidated schools, cities and suburbs soon followed suit. The lack of sidewalks in many suburban developments necessitates busing for the safety of the children. It is quite obvious that busing per se has been widely accepted by the parents of the Nation's children as an essential component of an education system.

The present controversy, therefore, arises not over busing itself, but over the purpose of busing. Clearly the concern has strong racial overtones. It is not surprising to find those who have fought school integration in the forefront of the fight against busing. While we recognize the legitimate complaint of parents who may find their five children scheduled to be bused to five different schools each day, we do not believe this situation is typical. Furthermore, we believe that local school officials should take steps to correct such conditions and that, given time, they will do so.

The school authorities at the local level are faced with a cruel dilemma. The law of the land requires desegregation and clearly the Supreme Court approves of busing as one measure to achieve this. Yet the President of the United States has ordered the Secretary of Health, Education, and Welfare not to approve integration plans that require busing. He also has asked the Congress to preclude the use of Federal funds for this purpose. Thus we find school boards ordered by the Federal courts to integrate, while the other branches of the Federal Government are placing or are being asked to place, insurmountable roadblocks in the path toward integration.

As NEA President-Elect Catharine Barrett testified before your committee on September 23, the schools of the Nation are faced with a fiscal crisis of unprecedented proportions. Except in rate instances there are no local and State funds available for acquisition, maintenance, and operation of additional school buses. While busing is not the only method of achieving integration, it is an essential part of most integration plans. If school officials are prohibited from using Federal funds for school transportation purposes, they cannot comply with the law.

We oppose the proposal of the administration that school authorities be prohibited from using Federal funds for busing. This is not only a step backwards from the achievement of a more humane society, but also is an unacceptable step towards federal control of education.

We call on the American people to view the situation from a more rational and less emotional approach. We call upon the President to exercise more prudence and less political opportunism in his statements about educational matters which he has demonstrated, through two vetoes, that he does not understand. We urge the Congress to reject the proposal that the use of Federal funds for pupil transportation be prohibited.

We ask that this letter be made part of the hearing record of your committee.

Sincerely yours,

Donald Morrison, *President,*
National Education Association.

FROM E. T. RIDENOUR, DAYTON, OHIO

Dayton, Ohio, *October 8, 1971.*

Senate Select Committee on Equal Educational Opportunity,
U.S. Senate Building,
Washington, D.C.

Dear Sirs: I am E. T. Ridenour, an elected member to the Dayton Board of Education. I have served 2 years and have 2 years to go. I have been in public school business as teacher and administrator, hold a M.A. degree in education, and have 25 years experience with I.B.M.

Dr. Wayne Carle is superintendent of Dayton, Ohio schools. On October 6, 1971 he spoke to the members of the Senate Select Committee on Equal Educational Opportunity. Dr. Carle says "Racial integration is both the No. 1 social and number one educational problem confronting our country." He seems to be dedicated to the fact that if he had the money he would assign boys and girls by force in both elementary and high school to present school buildings on a black-white ratio. In Dayton this is 70 percent white, 30 percent black. In his opinion this would end alienation and delinquency, failure and illiteracy, and also eliminate dropouts and dependency.

But the facts are: (1) In Dayton the last four school levies have failed. (2) Dayton schools will close this fall for several weeks because of lack of funds. (3) Safety and discipline have already deteriorated in both elementary and high schools because of changes already made. (4) Polarization has already set in between parents, teachers, and students.

I believe desegregation by force is no more successful than the war in Vietnam.

Let's use the money to peaceably upgrade all schools in all areas with a curriculum relevant to the boys and girls in the areas where their parents live. Open enrollment and open housing will assist. We have both.

This will provide equal educational opportunity. Let's add love, respect and responsibility in our classrooms. In other words, I do not believe Dr. Wayne Carle is producing the desired results. In my opinion, in many cases, he is ignoring the facts and sometimes stretching the truth.

Sincerely,

E. T. RIDENOUR.

SUPREME COURT OF THE UNITED STATES

No. 71-274.—OCTOBER TERM, 1971

Winston-Salem/Forsyth County Board of Education
v.
Catherine Scott et al.

Application to Stay Order of Court of Appeals Pending Writ of Certiorari.

[August 31, 1971]

THE CHIEF JUSTICE, Circuit Justice.

The Board of Education of the Forsyth County, North Carolina, school system has applied for a stay of a decision of the United States Court of Appeals for the Fourth Circuit dated June 10, 1971, and subsequent orders of the United States District Court for the Middle District of North Carolina entered pursuant thereto, pending disposition of the Board's petition for writ of certiorari to review the decision of the Court of Appeals. The operative order of the District Court is dated July 26, 1971; it adopts a plan for pupil assignment designed to desegregate the public schools of Forsyth County. The affected schools were already scheduled to open Monday, August 30.

The application for a stay was filed August 23, 1971, and the response thereto on August 26, 1971, making that date the earliest possible date for this Court or a Justice to act on the stay.

The background is of some importance.

Respondents, who are Negro pupils and parents in the school system, commenced action alleging that the School Board was operating a dual school system and seeking appropriate relief. The school system embraces both rural and urban areas in a county school system. The District Court found that in December 1969 there were 67 schools in the system with approximately 50,000 students. The total student population was 72.5% white and 27.5% Negro. Of the schools, 15 were all Negro and seven were all white. Of the remaining schools, 31 had less than 5% of the minority race. The school system was operated under a geographical attendance zone system, with freedom of choice transfer provisions for all students regardless of race.

Prior to this Court's holding in *Swann* v. *Charlotte-Mecklenburg Board of Education,* 402 U. S. 1 (1971), the plaintiffs submitted a plan devised by their consultant Dr. Larsen; it was designed to achieve as closely as possible a mathematical racial balance in all of the schools of the system equal to that in the system as a whole. It employed satellite zoning and extensive cross-bussing. The District Court rejected the plan as not constitutionally required and unduly burdensome.

The School Board then submitted its plan for the 1970–1971 school year to the court for approval. It retained geographic zoning and freedom of choice transfer provisions, but with certain modifications allowing priority to majority-to-minority transfers and increasing the racial "balance" of several schools. The District Court in 1970 approved the Board's plan, subject to alterations which prevented minority-to-majority transfers, made changes affecting three attendance zones, and added a requirement that the Board create "innovative" programs designed to increase racial contact of students.

In rejecting the Larsen plan and approving the modified Board plan, the District Court found that the boundaries of the attendance zones had been drawn in good faith and without regard to racial considerations, and to ensure that, so far as possible, pupils attended the schools nearest their home, taking into account physical barriers, boundaries, and obstacles that might endanger children in the course of reaching their schools. The District Court at that time was of the view that the "neighborhood" school concept could not be the basis of assignment if residence in a neighborhood was denied or compelled because of race, but went on to find that the racial concentration of Negroes was not caused by public or private discrimination or state action but by economic factors and the desire of Negroes to live in their own neighborhoods rather than in predominately white neighborhoods. That finding has not been reviewed. Finally, the District Court found that the School Board had acted consistently in good faith, and was of the view that good faith "is a vital element in properly evaluating local judgment in devising compliance plans."

The District Court's order was rendered in the summer of 1970 and all parties appealed to the Court of Appeals, Fourth Circuit. While that appeal was pending, this Court decided *Swann* v. *Charlotte-Mecklenburg Board of Education,* 402 U. S. 1 (1971), and related cases. See *Davis* v. *Board of School Commissioners of Mobile County,* 402 U. S. 33 (1971); *McDaniel* v. *Barresi,* 402 U. S. 39 (1971); *North Carolina State Board of Education* v. *Swann,* 402 U. S. 43 (1971).

In light of the *Swann* holding, the Court of Appeals by *per curiam* opinion *en banc* remanded this and several other cases to their respective district courts with instructions to receive from the school boards new plans "which will give effect to *Swann* and *Davis.*" In its remand, the Court of Appeals stated in part:

> "It is now clear, we think, that in school systems that have previously been operated separately as to the races by reason of state action, 'the district judge or school authorities should make every effort to achieve the greatest possible degree of actual desegregation, taking into account the practicalities of the situation.' *Davis, supra.*
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> "If the district court approves a plan achieving less actual desegregation than would be achieved under

> an alternate proposed plan it shall find facts that are thought to make impracticable the achieving of a greater degree of integration, especially if there remain any schools all or predominately of one race.
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> "In *Winston-Salem/Forsyth County,* the school board may fashion its plan on the Larson [*sic*] plan with necessary modifications and refinements or adopt a plan of its choice which will meet the requirements of *Swann* and *Davis.*"

On remand, the District Court interpreted the order of the Court of Appeals to mean that because the State of North Carolina formerly had state enforced dual school systems, declared unconstitutional in *Brown* v. *Board of Education,* 347 U. S. 483 (1954), the pupil assignment plan in Forsyth County had to be substantially revised to "achieve the greatest possible degree of desegregation." It concluded that:

> "Despite the substantial difference between the findings of this Court, which formed the predicate for this Court's June 25, 1970 opinion in this case, and the findings which form the predicate of the decision of the District Court in *Swann,* it is apparent that it is as 'practicable' to desegregate all the public schools in the Winston-Salem/Forsyth County system as in the Charlotte-Mecklenburg system and that the appellate courts will accept no less. Consequently, this Court can approve no less. . . ."

The District Court then ordered the School Board to comply with the time schedule set by the Court of Appeals in submitting the required plan. Just why the District Judge undertook an independent, subjective analysis of how his case compared factually with the *Swann* case—something he could not do adequately without an examination of a comprehensive record not before him—is not clear.

The school authorities, declaring that they considered themselves "required" to do so, adopted a revised pupil assignment plan which was expressly designed *"to achieve a racial balance* throughout the system which will be acceptable to the Court." (Emphasis added.) Prior to the adoption of the revised plan, the school system transported about 18,000 pupils per day in about 216 buses. The drafters of the revised plan estimated that it would require at a minimum, with use of staggered school openings, 157 additional buses to transport approximately 16,000 additional pupils.

The Board submitted the plan to the District Court under protest and voiced strong objections to its adoption. A Board resolution submitted with the plan stated in conclusion that it was submitted to "accomplish *the required objective* of achieving a racial balance in the public schools . . . [but it] is not a sound or desirable plan, and should not be required. . . ." (Emphasis added.) On July 26, 1971, the District Court accepted the plan, noting that it was "strikingly similar" to the Larsen plan which it had previously refused to implement as not constitutionally required.

On August 23, the School Board applied to me, as Circuit Justice, for a stay pending disposition by the Court of its petition for writ of certiorari, filed the same day, seeking review of the remand order of the Court of Appeals; the response was received, as previously noted, August 26, 1971. The Board states that it has not applied previously to either the District Court or the Court of Appeals for a stay because the language of the decisions and orders of those courts makes it clear that neither would grant a stay and because there was not time to do so prior to the opening of the new school year.

In its present posture this stay application, like that presented to MR. JUSTICE BLACK and acted on by him August 19, 1971, in *Corpus Christi Independent School District* v. *Cisneros,* "is in an undesirable state of confusion . . . ."

To begin with, no reasons appear why this application was not presented to me at an earlier date, assuming we accept the explanation tendered for failure to present it to the Court of Appeals. The time available between receipt of the application and response and the opening of the school term August 30 was not sufficient to deal adequately with the complex issues presented. The application for stay is further weakened by the absence of specific allegations as to the time of travel or other alleged hardships involved in the added bus transportation program. Specific reference to the travel time in relation to the age and grade of particular categories of students is not disclosed. To assert, as the applicants do, that the "average time" of travel is one hour conveys very little enlightenment to support an application to stay the order of a District Court, however reluctantly entered by that court, especially an order dealing with a school term opening so soon after the motion was first presented. The "average" travel time may be generally relevant but whether a given plan trespasses the limits on school bus transportation indicated in *Swann*, 402 U. S., at 29, 30, 31, cannot be determined from a recital of a "one hour average" travel time.[1]

The Board's resolution reciting that it was adopting the revised plan under protest, on an understanding that it was *required* to achieve a fixed "racial balance" that reflected the total composition of the school district is disturbing. It suggests the possibility that there may be some misreading of the opinion of the Court in the *Swann* case. If the Court of Appeals or the District Court read this Court's opinions as requiring a fixed racial balance or quota, they would appear to have overlooked specific language of the opinion in the *Swann* case to the contrary. Rather than trying to interpret or characterize a holding of the Court, a function of the Court itself, I set forth verbatim the issues seen by the Court in *Swann* and the essence of the Court's disposition of those issues:

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[1] By way of illustration, if the record showed—to take an extreme example of a patent violation of *Swann*—that the average time was *three* hours daily or that some were compelled to travel three hours daily when school facilities were available at a lesser distance, I would not hesitate to stay such an order forthwith until the Court could act, at least as to the students so imposed on. The burdens and hardships of travel do not relate to race; excessive travel is as much a hardship on one race as another. The feasibility of a transfer program to give relief from such a patently offensive transportation order as the one hypothesized, would also be relevant.

> "The central issue in this case is that of student assignment, and there are essentially four problem areas:
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> "(1) to what extent racial balance or racial quotas may be used as an implement in a remedial order to correct a previously segregated system;
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> "(2) whether every all-Negro and all-white school must be eliminated as an indispensable part of a remedial process of desegregation;
>
> "(3) what the limits are, if any, on the rearrangement of school districts and attendance zones, as a remedial measure; and
>
> "(4) what the limits are, if any, on the use of transportation facilities to correct state-enforced racial school segregation." 402 U. S., at 22.

After discussing the problem the opinion concluded:

> "If we were to read the holding of the District Court to require, as a matter of substantive constitutional right, any particular degree of racial balance or mixing, *that approach would be disapproved and we would be obliged to reverse.* The constitutional command to desegregate schools does not mean that every school in every community must always reflect the racial composition of the school system as a whole." 402 U. S., at 24. (Emphasis added.)

Nothing could be plainer, or so I had thought, than *Swann's* disapproval of the 71%–29% racial composition found in the *Swann* case as the controlling factor in assignment of pupils, simply because that was the racial composition of the whole school system. Elsewhere in the *Swann* opinion we had noted the necessity for a district court to determine what in fact was the racial balance as an obvious and necessary starting point to decide whether in fact any violation existed; we concluded, however, that "the very limited use made of the mathematical ratios was within the equitable remedial discretion of the District Court."

Since the second aspect of this case falls within the fourth question postulated by the Court in *Swann* it may be useful to refer to the Court's response to that question. After noting that 18 million students were transported to schools by bus in this country in 1969–1970 the Court concluded:

> "The importance of bus transportation as a normal and accepted tool of educational policy is readily discernible in this and the companion case, *Davis, supra.* The Charlotte school authorities did not purport to assign students on the basis of geographically drawn zones until 1965 and then they allowed almost unlimited transfer privileges. The District Court's conclusion that assignment of children to the school nearest their home serving their grade would not produce an effective dismantling of the dual system is supported by the record.
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> ". . . In these circumstances, we find no basis for holding that the local school authorities may not be required to employ bus transportation as one tool of school desegregation. Desegregation plans cannot be limited to the walk-in school.
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> "An objection to transportation of students may have validity when the time or distance of travel is so

> great as to either risk the health of the children or significantly impinge on the educational process. District courts must weigh the soundness of any transportation plan in light of what is said in subdivisions (1), (2), and (3) above. It hardly needs stating that the limits on time of travel will vary with many factors, but probably with none more than the age of the students. The reconciliation of competing values in a desegregation case is, of course, a difficult task with many sensitive facets but fundamentally no more so than remedial measures courts of equity have traditionally employed." 402 U. S. 29–31.

No prior case had dealt directly with bus transportation of students in this context or the limits on the use of transportation as part of a remedial plan, or with racial balancing.

This case is further complicated by what seems to me some confusion respecting the standards employed and the findings made by the District Court and the terms of the remand order of the Court of Appeals. Under *Swann* and related cases of April 20, 1971, as in earlier cases, judicial power can be invoked only on a showing of discrimination violative of the constitutional standards declared in *Brown* v. *Board of Education,* 347 U. S. 483 (1954). In findings dated June 25, 1970, the District Court sent the case back to the School Board for changes to eliminate the dual school system; it approved the plan submitted subject to several modifications. The modified plan was before the Court of Appeals when this Court decided the *Swann* case. The Court of Appeals in its remand following the decision in *Swann* did not reverse the District Court's findings, but rather directed reconsideration in light of *Swann.* In the circumstances that was an appropriate step. The present status of the findings is not clear to me, but the District Court on reconsideration following the remand seems to have thought that it was compelled to achieve a fixed racial balance reflecting the composition of the total county system. The explicit language of the Court's opinion in *Swann* suggests a possible confusion on this point. I do not attempt to construe that language, but simply recite it verbatim: "The constitutional command to desegregate schools does not mean that every school in every community must always reflect the racial composition of the school system as a whole." 402 U. S., at 24.

On the record now before me it is not possible to conclude with any assurance that the District Court in its order dated July 26, 1971, and the Court of Appeals in its remand dated June 10, 1971, did or did not correctly read this Court's holding in *Swann* and particularly the explicit language as to a requirement of fixed mathematical ratios or racial quotas and the limits suggested as to transportation of students. The record being inadequate to evaluate these issues, even preliminarily for the limited purposes of a stay order, and the heavy burden for making out a case for such extraordinary relief being on the moving parties, I am unwilling to disturb the order of the District Court dated July 26, 1971, made pursuant to the remand order of the Court of Appeals which is sought to be reviewed here.[2]

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[2] In their petition for a writ of certiorari in this Court, the petitioners have elected to seek review here of the remand order of the Court of Appeals of June 10, 1971, rather than having the substantive order of the District Court dated July 26, 1971, first reviewed in the Court of Appeals.